TOWN OF MORRINVILLE
GENERAL MUNICIPAL PLAN

NOTE

All persons making use of this publication are reminded that it has been prepared for the convenience of the public and that the original bylaw(s) should be consulted for all purposes of interpreting the General Municipal Plan.

ACKNOWLEDGEMENTS

The Town of Morinville General Municipal Plan program was initiated by an agreement between the Town of Morinville and the Edmonton Regional Planning Commission.

Background reports and the Town of Morinville General Municipal Plan document and Bylaw were prepared by staff of the Edmonton Regional Planning Commission in consultation with the Town of Morinville Council and its appointed General Municipal Plan Committee.

The Town and General Municipal Plan staff greatly appreciated the participation of some three hundred and thirty-nine (339) Morinville households in the Morinville Community Survey. The information provided by the Community Survey was invaluable in the preparation of the General Municipal Plan.

TOWN OF MORINVILLE MUNICIPAL COUNCIL

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Joanne Shewchuk	Recreation Board Representative
Angie Gibeault	Town Manager
Romeo Boissonnault	Development Control Officer
Gary Maxwell	Town Engineer
Doug Macdonald	Town Planner

CONTRIBUTING EDMONTON REGIONAL PLANNING COMMISSION STAFF

R. Norman Giffen	Executive Director
K. Barry Clark	Manager - Municipal Division
E. L. Dmytruk	Manager - Regional Planning and Research Division

General Plan Staff

Gordon R. Tweddell	Senior Planner
Francoise Lecrouart	Project Planner
Ctibor Skoda	Economist
Patricia Wankiewicz	Planning Technician
John Zeger	Planning Technician
Rory Lambert	Planning Technician
Maureen Dawson	Secretary

Graphics and Printing

Marilyn Cooper	Chief Draftsperson
Edith Huckle	Draftsperson
Jack Super	Printer

Word Processing

Judy-Gail Lang	W.P. Administrator

CONSULTANT-COMMUNITY SURVEY

Michael Goldstein	R.P.M. Planning Associates Ltd.

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PART I

Purpose of the General Municipal Plan

PART I PURPOSE OF THE GENERAL MUNICIPAL PLAN

The Planning Act, 1977 establishes a number of types of statutory plans and requires the adoption of a general municipal plan by each city and town having a population of 1,000 or more. The Planning Act, 1977 also requires the following:

A general municipal plan shall

(a) describe:
  (i) the land uses proposed for the municipality, and
  (ii) the manner of and proposals for future development in the municipality;

(b) designate or describe the areas of the municipality that would, in the opinion of the council, be suitable for an area structure plan or an area redevelopment plan or both;

(c) contain any other matters as the council considers necessary.

The other types of statutory plans (area structure plans and area redevelopment plans) are required to conform to the general municipal plan (Section 62(2)(a) and 65(1); The Planning Act,1977). In addition, all statutory plans are required to conform to any regional plan in effect (Section 53(2)).

It is important to note that Provincial legislation provides considerable municipal discretion in terms of the scope and detail of the contents of general municipal plans. Because the general municipal plan is the highest ranking of the three statutory plans, it should be a broad policy and land use planning document which provides guidance to both public and private decision-making in order to achieve the Town's overall development objectives.

Council is required to take action on a variety of specific proposals, policies and laws that are directly concerned with land use and development in the Town. The General Municipal Plan will enable Council to make its decisions on these matters on the basis of a comprehensive set of general, long-range policies which have been carefully formulated and adopted. Thus, current land use or development issues may be viewed in terms of what Council has decided is a desirable form of future land use and development. The Plan will serve as a practical working document to guide Council in making everyday decisions. Through the General Municipal Plan, Council states policies on land use and development to others (i.e. the Edmonton Regional Planning Commission, municipal departments, government agencies, private developers and the general public). This will enable public and private interests engaged in

land use and development to relate specific projects to the General Municipal Plan.

The General Municipal Plan is a broad policy document rather than a detailed design or program for development since it is necessary to maintain flexibility over the life of the Plan and to allow for unique developments and circumstances in various areas of the Town. Thus, the Plan provides a synthesis of information and municipal policies in order to provide a consistent context for more detailed plans and decision-making.

PART II

General Municipal Plan Objectives and Policies

PART 2 GENERAL MUNICIPAL PLAN OBJECTIVES AND POLICIES

2.1 MUNICIPAL GROWTH AND URBAN FORM

2.1.1 PREAMBLE

MUNICIPAL GROWTH

The settlement of Morinville was established in 1891 with the arrival of Father Jean Baptiste Morin and sixty French Canadian settlers from Montreal. In 1905, both the Canadian National Railway and the Northern Alberta Railway extended service to the Town bringing an influx of new settlers to the community and the surrounding hinterland. Morinville flourished as an agricultural service and cultural center for the rural population and in 1911, the Town was incorporated.

The initial growth and development of the Town of Morinville was closely associated with the commercial, service and administrative needs of the surrounding agricultural area. These localized needs were, for a long time, practically the sole determinants of the extent and composition of the Town's economic activities and of Morinville's population growth. In recent years, rapid growth has been precipitated in part by the transition of the Town from an agricultural service center to a residential dormitory for the northern Metropolitan area, and by the increasing administrative service role performed by the community in the Morinville region. Thus Morinville's growth and development have become much more dependent than before on the economic and demographic trends occurring in the broader Edmonton region.

The Edmonton metropolitan area functions as the major location of a growing provincial government administration, a staging point for northern development, a logistic center for future conventional oil and gas exploration and for both conventional and unconventional oil extraction and the location of large thermal coal mining operations and power generation.

The future importance of the Edmonton metropolitan area in the provincial economy will likely be further enchanced as a result of the Alberta government's efforts to encourage industrialization and economic diversification by attracting to the province a variety of national and international manufacturing companies, head offices, financial institutions and research establishments, all of which require a large metropolitan area setting for their successful operation.

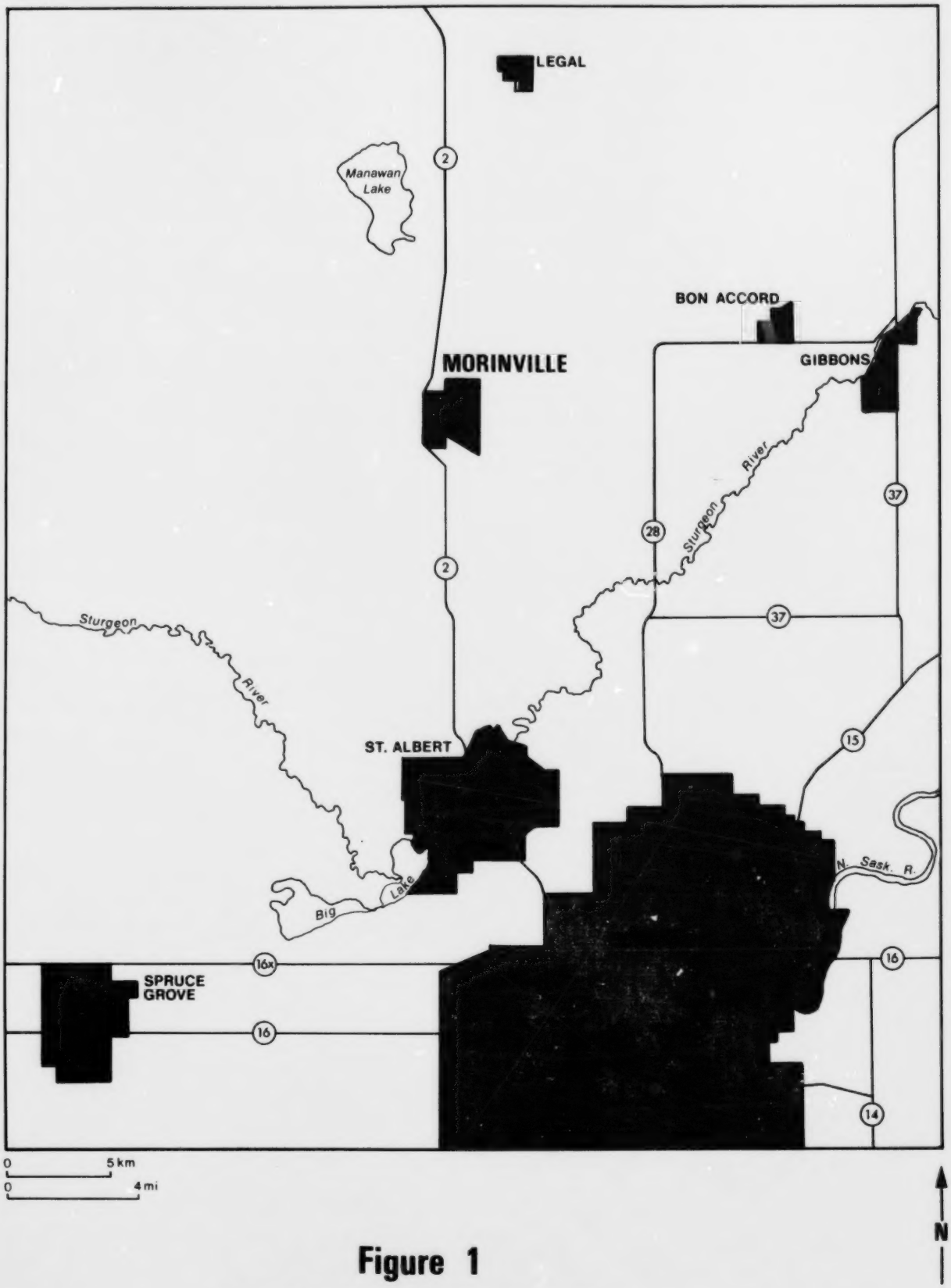


Figure 1

GEOGRAPHIC LOCATION

Since the early 1970's considerable decentralization of population growth has occurred in the Edmonton area. Among the reasons for this trend in general, and Morinville's recent rapid growth in particular, are:

(i) increased demand for single-family housing, coupled with a decreased ability on the part of Edmonton to meet this demand,

(ii) lower housing costs and lower taxes, and

(iii) a growing preference for the amenities of a small community lifestyle, including:

- (a) a more identifiable community,
- (b) reduced traffic and congestion,
- (c) ease of access to the central city,
- (d) neighbourhoods more conducive to child-raising,
- (e) a larger proportion of accessible open space, and
- (f) lower overall population densities.

Another reason for the decentralization of population growth in the Edmonton area has been the increased metropolitan area employment opportunities beyond the central city.

The Edmonton metropolitan area is not unique in this respect because population and industrial suburbanization has been a fairly widespread occurrence in the majority of North American metropolitan areas in the last thirty years.

There are some recent definite signs in the Edmonton metropolitan area to indicate that the process of population decentralization is being followed by decentralization of economic activities. The proliferation of rural semi-serviced industrial parks has been one indication of this new trend. Other signs have been an increase in the acquisition and servicing of land for industrial purposes by a number of urban municipalities as well as stepped-up industrial land development activities in these municipalities by private development firms.

It is necessary to recognize that the pace of industrial development occurring in the Town in the next twenty years will reflect the overall economic prosperity of Alberta and the Edmonton

metropolitan area as well as provincial government industrial development policies and as such will be to a large degree beyond local control. Nevertheless, it should also be recognized that the actual amount of new economic activities locating in the Town will also be affected by the degree of intermunicipal competition at the metropolitan level and as such will be amenable to local influence.

The draft Regional Plan prepared by the Edmonton Regional Planning Commission recognizes the likelihood of continued population and employment decentralization. Accordingly, it has assigned to the Town of Morinville a role in accommodating future metropolitan growth based upon the Town's designation as a resource-based, service and commuter center.

Morinville's population growth in recent years has consisted largely of residential growth without a proportionate expansion of commercial and industrial activities. While this increase in population may be a necessary step towards attracting economic activities and becoming increasingly self-sufficient; this unbalanced growth is generally viewed as undesirable as it seems to burden Town residents in the financing of capital projects to service additional population growth.

The key to the Town's future population growth, at least in the short term, will remain largely dependent on migration trends in the Edmonton region and the Town's ability and willingness to attract migrants.

In the draft Regional Plan, it is projected that Morinville's population will increase from the current 4,207 (in 1980) to 12,000 by the year 2001. However, Council feels this projection is low and considers a projection of approximately 16,000 people by the year 2001 to be realistic. Although a population of 20,000 is believed to be a high projection, this figure is also used in the General Municipal Plan to project future land requirements.

Town of Morinville residents generally support accommodating additional Town growth. Residents consider growth to be desirable primarily because of the attendant increases in the quantity and quality of public services, commercial and industrial development and employment opportunities. However residents are concerned that additional growth may bring about increased crime, more traffic and the loss of the "small town" atmosphere in Morinville.

URBAN FORM

Similar to many Alberta rural municipalities, Morinville's land use structure has evolved in response to major transportation features. Commercial land use is concentrated along the two main arteries and historic routes, Champlain Street and Grandin Avenue. The Canadian National Railway goes through the community from north to south, while the Northern Alberta Railway has served to define the urban area to the south.

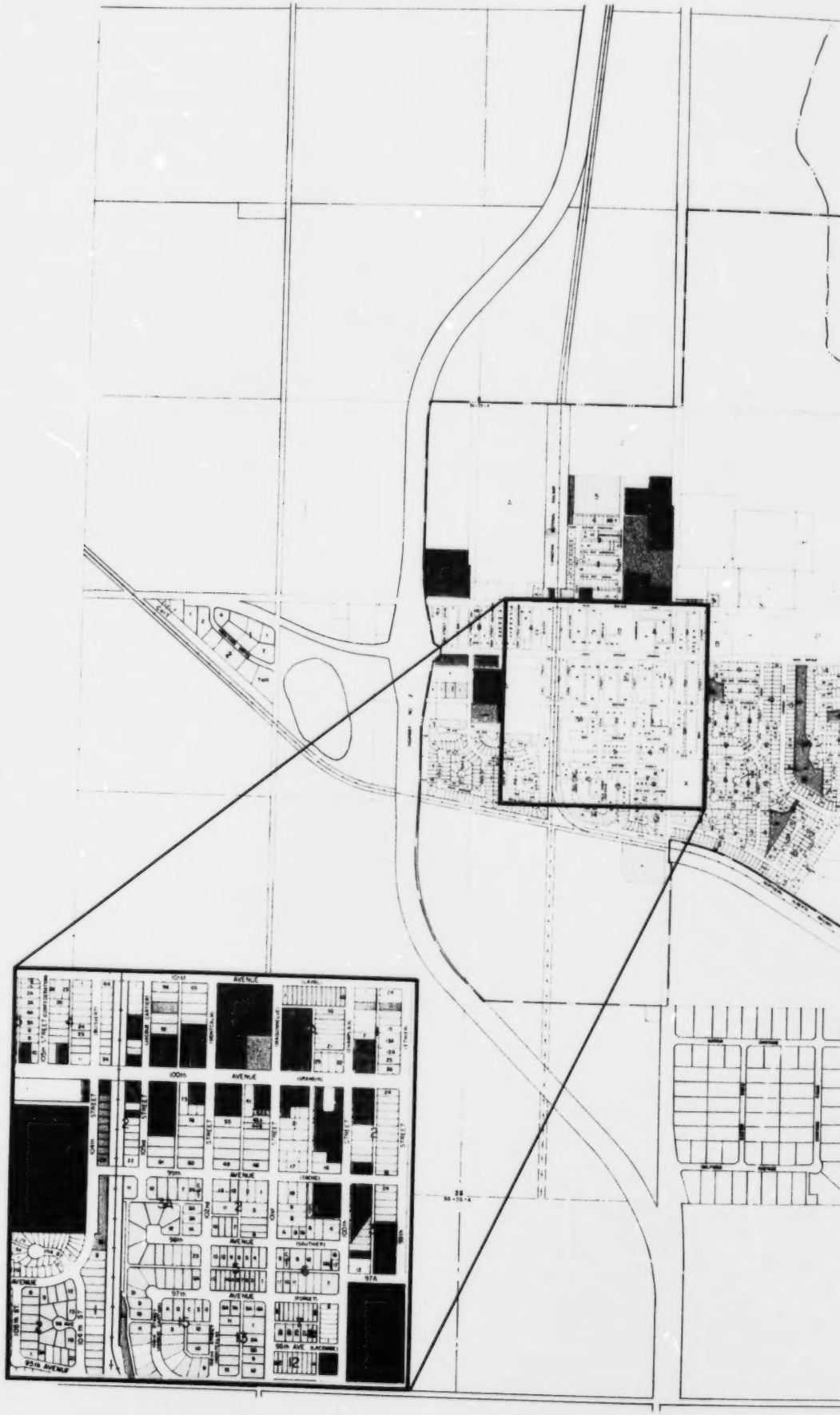
The major elements of the existing urban land use structure are illustrated on Figure 2 and are summarized below:

(i) In addition to being the Town's retail center, the CBD is the administrative and cultural center of Morinville. The St. Jean Baptiste Church site and the monument located at the Town's major intersection inspire a sense of history and community identity. The business district is centrally located in relation to the Town as a whole but the eastward growth of residential development will cause the district to become slightly off-center in relation to the new residential areas.

(ii) Residential development is primarily to the south, north, southwest and southeast of the CBD, but new development is occurring in the northeast and southeast portions of the Town.

(iii) Industrial development has been limited to light industry with small parcels of industrial land scattered throughout the developed area. The Town of Morinville has designated a large parcel in the southwest corner of the municipality as future industrial land use.

(iv) Recreational land uses are concentrated in the southwest part of Town. A number of parks have been developed in conjunction with recent residential development in the eastern part of the Town.



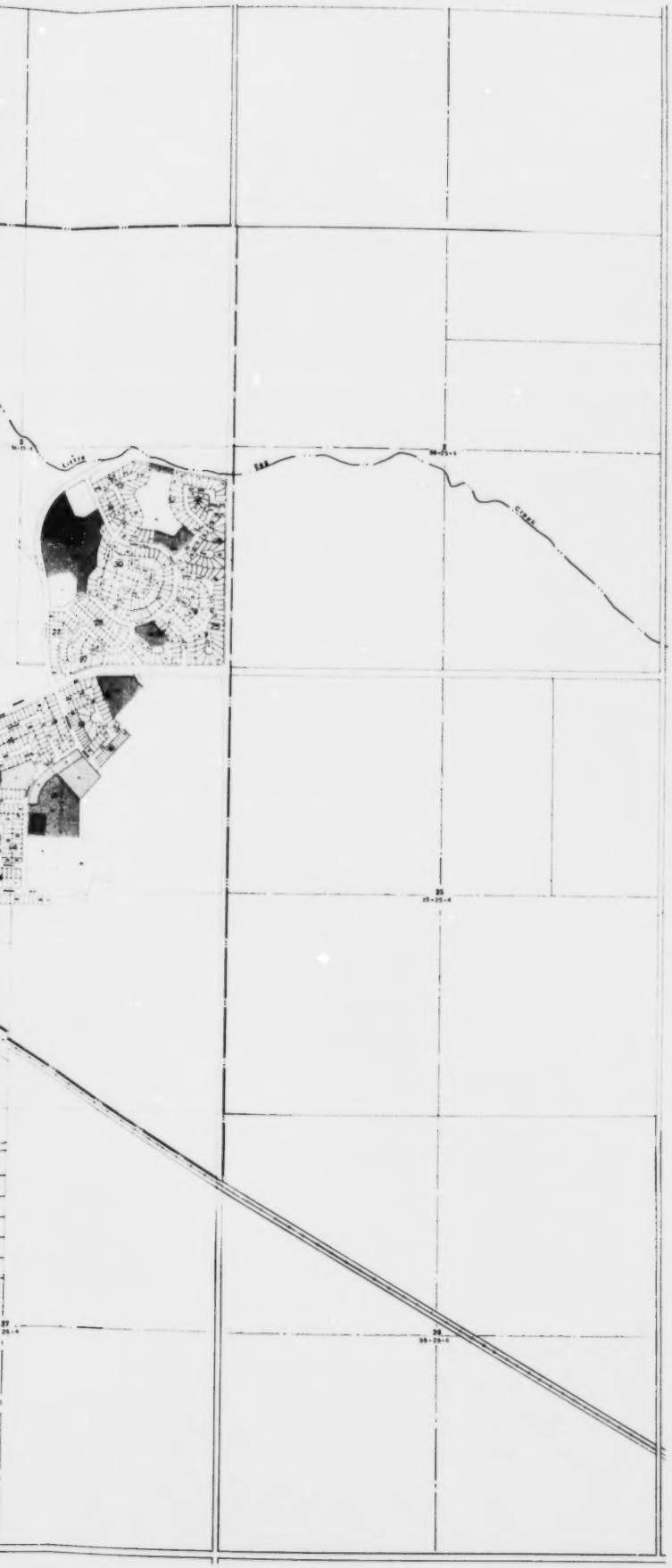


Figure 2

EXISTING LAND USE

- RESIDENTIAL (Single Family)
- RESIDENTIAL (Multiple Family)
- RESIDENTIAL (Mobile Home Court)
- COMMERCIAL
- INDUSTRIAL
- PARKS
- INSTITUTIONAL, SEMI-PUBLIC

metres 0 200 400 800

feet 0 400 800 1600

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(v) Major institutional land uses are centrally located directly north of the CBD. Two schools have been built in the new residential areas in the eastern part of the Town.

These basic elements represent the existing urban structure which will influence future extensions of the Town.

Accommodation of the population expected by the year 2001 will require the development of residential, commercial and industrial land. It should be recognized however that a number of factors, including the types and intensities of development, will determine the amount of land utilized for urban purposes.

Land may be desired in addition to actual need in order to ensure long term flexibility, competition in the local land development industry, consumer choice and to provide for unforseen growth and development constraints.

A number of considerations will influence Morinville's future development pattern including:

(i) the constraints and opportunities provided by Highway #2 and the existing railway lines;

(ii) the provision of utilities and transportation facilities;

(iii) the potential for developing a linear park along the Manawan Canal.

The Town's objectives and policies have definite future land use implications. These are given spatial definition through the preparation of a Future Development Concept Plan and a Long Range Concept.

Council exercises control over and can adopt a general municipal plan for those lands lying within the present boundaries of Morinville. However, in order to provide a conceptual plan for the future urban development of the Town, Figure 3 also indicates potential expansion areas.

Based on:

(i) an analysis of land resources, land use and utilities factors affecting urban expansion;

(ii) an analysis of economic development and population growth prospects;

(iii) policy proposals which recognise residents' objectives, and

(iv) recent plans which have been prepared for the Town,

the Future Development Concept Plan and Long Range Concept are considered to be the Town's desirable development pattern. They have the following major advantages:

(i) all existing residential and industrial commitments are honoured;

(ii) the central business district remains the predominant commercial area in the Town and the focus of administrative and cultural activities;

(iii) high projections for future residential, industrial and commercial space requirements are satisfied;

(iv) the recreational opportunities provided by the Manawan Canal are recognized;

(v) the efficient use of transportation and utilities system are utilized;

(vi) generally incompatible land uses are separated; and

(vii) additional planning flexibility is provided in the determination of future industrial expansion areas.

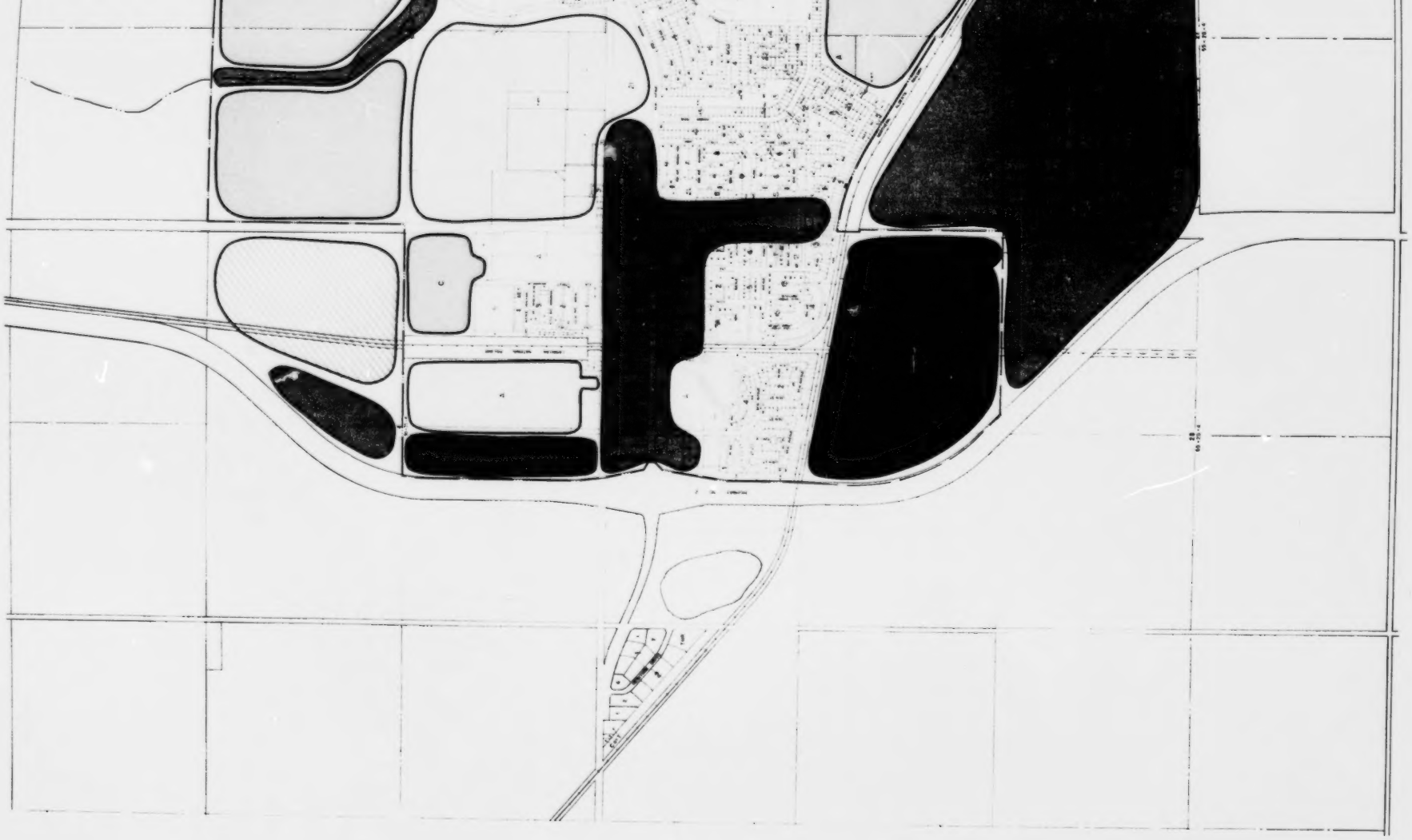

Figure 3

FUTURE DEVELOPMENT CONCEPT PLAN

- APPROVED RESIDENTIAL
- RESIDENTIAL EXPANSION AREA
- RECREATION/OPEN SPACE
- EXPANDED CENTRAL BUSINESS DISTRICT
- HIGHWAY COMMERCIAL
- INDUSTRIAL
- LONG TERM RESIDENTIAL EXPANSION AREA
- ALTERNATIVE POTENTIAL INDUSTRIAL EXPANSION AREA

NOTE: The boundaries of areas indicated on this map are approximate only.

metres 0 200 400 600

feet 0 400 800 1200

N

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UTILITIES

Water supply and treatment facilities are inadequate for the present and future needs of the Town. Sewage treatment and disposal facilities will require upgrading in the near future. The solution to providing both water supply and sewerage disposal facilities to the Town is to become part of a regional utilities network. The existing water distribution system is capable of supplying peak hour demands; however there is a need for increased treated water storage and additional fire flow pumping capacity due to the increased commercialization of the downtown area.

At present, Morinville's water supply is obtained from the Manawan drainage basin. The proposed regional waterline, which is expected to be completed in 1981, will provide Morinville with a reliable supply of treated water from Edmonton in order to meet the Town's future requirements. Once the regional waterline is constructed, the existing treatment plant can be phased out and the raw water reservoir site reclaimed for development.

The proposed water distribution system consists of a 300 mm (12 in.) diameter ring main encompassing the Town, with a major north/south cross-section on 100 Street and a major east/west cross-connection on 100 Avenue. This system divides the Town into four quadrants and provides two major feeder mains into each part, helping to limit required main sizes to 300 mm (12 in.). Similarly the division of fire flow pumping between the two reservoirs provides good fire protection without the necessity of installing excessively large diameter mains.

The Town currently has an underground concrete treated water storage reservoir with a capacity of 2273 m^3 (0.5 mig.). The first stage in upgrading treated water storage capacity would be to build a 2273 m^3 (0.5 mig.) reservoir in the south-easterly part of the Town. This would serve the Town to a population of 10,000 people. Additional reservoirs would be constructed as population increased.

The primary component of the existing sewage collection system is a deep, large diameter interceptor sewer running easterly along 101 Avenue from 99 Street to the main sewage lift station at 87 Street. The lift station serves as a collection point for sanitary sewage for the entire Town. A comprehensive system of gravity trunk and lateral sewers serve the developed and developing parts of the Town and discharge into the interceptor sewer.

Figure 4

EXISTING AND PROPOSED WATERWORKS PLAN

- EXISTING WATERMAIN
- EXISTING PUMP STATION AND RESERVOIR
- PROPOSED WATERMAIN
- PROPOSED PUMP STATION AND RESERVOIR
- PROPOSED REGIONAL WATER SUPPLY MAIN

Source: MERGE CONSULTING LTD.

metres 0 200 400 600

feet 0 400 800 1200

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The existing and proposed sewage collection system and its contributary areas are shown in Figure 5. All of the lands within the present Town boundary, with the exception of the proposed industrial area in the southwest, can be served by a gravity sewer system. The area south of the railway would drain to a proposed lift station by gravity.

The existing sewage disposal and treatment facilities consist of a sewage lift station, a 250 mm (10 in.) diameter force main and a sewage lagoon which discharges effluent into the Manawan Canal. The lagoon is presently operating at capacity, and the Town will have to upgrade the facility or use some other method of treatment and disposal. It is recommended in the Edmonton Regional Utilities Study that Morinville be connected to the City of St. Albert system. The predicted date for this to take place is 1986.

The ultimate point of discharge for the majority of stormwater runoff generated within the Town of Morinville is the Manawan Canal. Because of the limited carrying capacity of the Canal, it is necessary to provide storm water management facilities, in the form of retention lakes, in order to enable the Town of Morinville to control the rate of discharge at Alberta Environment standards. The proposed stormwater management concept consists of a series of retention lakes, a lift station, and the construction of trunk and lateral facilities.

TRANSPORTATION

Highway #2, situated along the western boundary of the Town, provides direct access to St. Albert and Edmonton. A proposed highway bypass around St. Albert and the eventual twinning of Highway #2 to Morinville would provide more direct and easy access to St. Albert and Edmonton.

The "Town of Morinville: Municipal Servicing Report" prepared by AESL[1] proposed a master traffic plan for Morinville. The proposed concept incorporated the existing grid roadway system with

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1 Town of Morinville, Municipal Servicing Report, prepared by Associated Engineering Services Ltd., 1975.

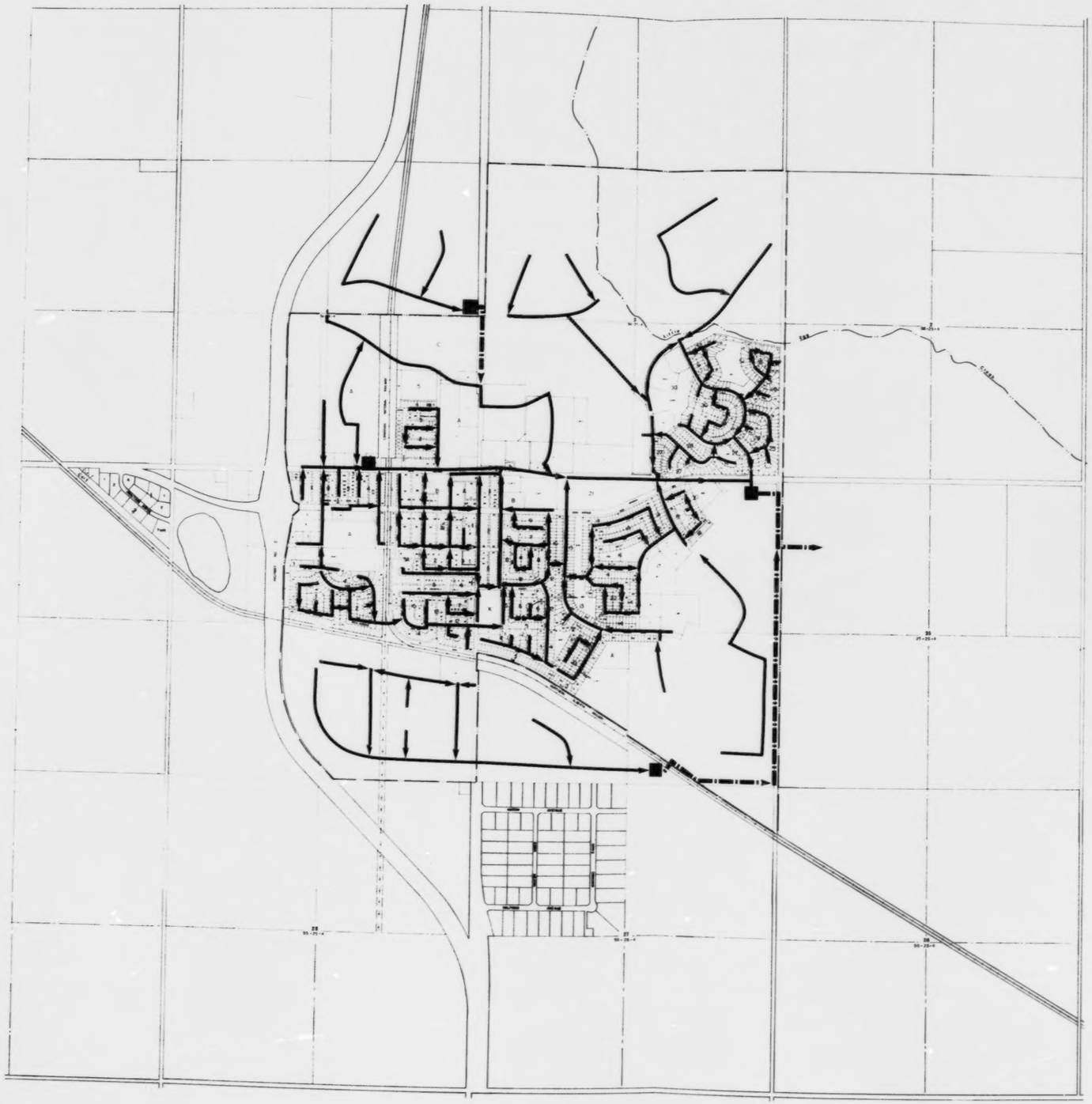

Figure 5

EXISTING AND PROPOSED SANITARY SEWER SYSTEM

- EXISTING SANITARY SEWER MAIN
- EXISTING LIFT STATION
- EXISTING FORCEMAIN
- PROPOSED SANITARY MAIN
- PROPOSED LIFT STATION
- PROPOSED FORCEMAIN

Source: MERGE CONSULTING LTD.

metres 0 200 400 600
feet 0 400 800 1200

Edmonton Regional Planning Commission

general municipal plan

TOWN of MORINVILLE

the development of a road hierarchy in future development areas.

Three categories of streets were considered:

(i) Arterial Streets are intended to feed vehicular traffic to and from the Highway and to major sectors of Town;

(ii) Collector Streets are intended to provide for internal movement within the areas and connect the areas with the arterial streets;

(iii) Residential or Local Streets are intended to carry only local traffic with origins or designations along their length.

The concept proposed that 100 Avenue should form the arterial road serving the Town in an east-west direction and that Highway #2, 100 Street and the section road along the eastern boundary of the Town should form the arterial roads serving the Town in a north-south direction. It was anticipated that residential growth in the eastern portion of the Town and industrial development to the south would generate additional traffic on 100 Street, in a southern direction, to the intersection with Highway #2.

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1 AESL's master traffic plan has since been updated and revised to incorporate new developments and proposed developments that have emerged since this study was undertaken. These modifications include:

(i) an internal major collector loop system with two access points onto 100 Street for the proposed industrial park in South Morinville;

(ii) the expansion of the right-of-way of 107 Street which is intended to perform the dual function of accommodating future traffic generated by the proposed northwest industrial area and the residential areas including the proposed subdivision by Morinville Properties Ltd.

In the new residential areas east of 100 Street, major collector roadways were delineated that would connect local residential streets to the arterial grid. This hierarchy of streets has the advantage of eliminating through traffic from local residential areas. The design of residential streets in the new and proposed residential areas consist either of a fairly rectangular system of U and P loops or subsidiary loop roads which connect to the major collector.

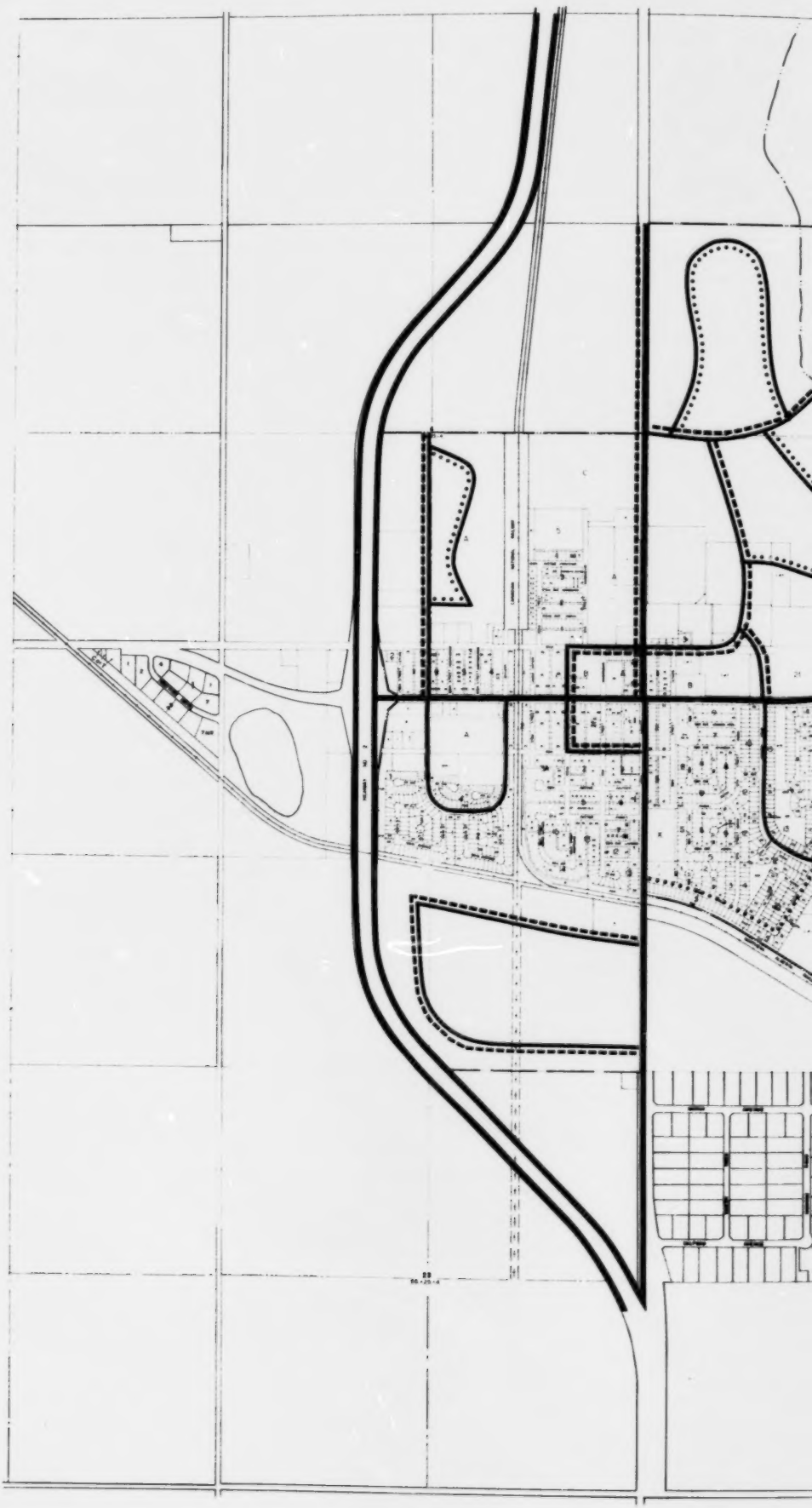
The AESL "Municipal Servicing Report" anticipated a number of potential traffic problems in the future:

"(i) With population growth, the intersection of 100 Avenue and 100 Street could become a major intersection with heavy traffic flows. However, AESL's analysis of traffic movements through that area indicated that the anticipated traffic problem could be resolved through channelization and optimum use of traffic signals when they become warranted.

(ii) The intersection of 100 Avenue and Highway #2. This intersection consists of an entry ramp onto Highway #2 for southbound traffic. It is possible that the ramp capacity and entry capacity to the Highway may be deficient considering both the traffic that will be imposed on the ramp from Morinville and the traffic growth that will occur on Highway #2 in the future.

(iii) The Section Road forming the eastern boundary of the Town. It is anticipated that this road will become a fairly major road in the future. The volume of traffic that is expected on this road not originating from or destined for Morinville has to be determined and then the Morinville oriented traffic superimposed on this load to determine the design standards that would be required for this roadway.

(iv) The intersection of 101 Avenue and the Section Road forming the eastern boundary of



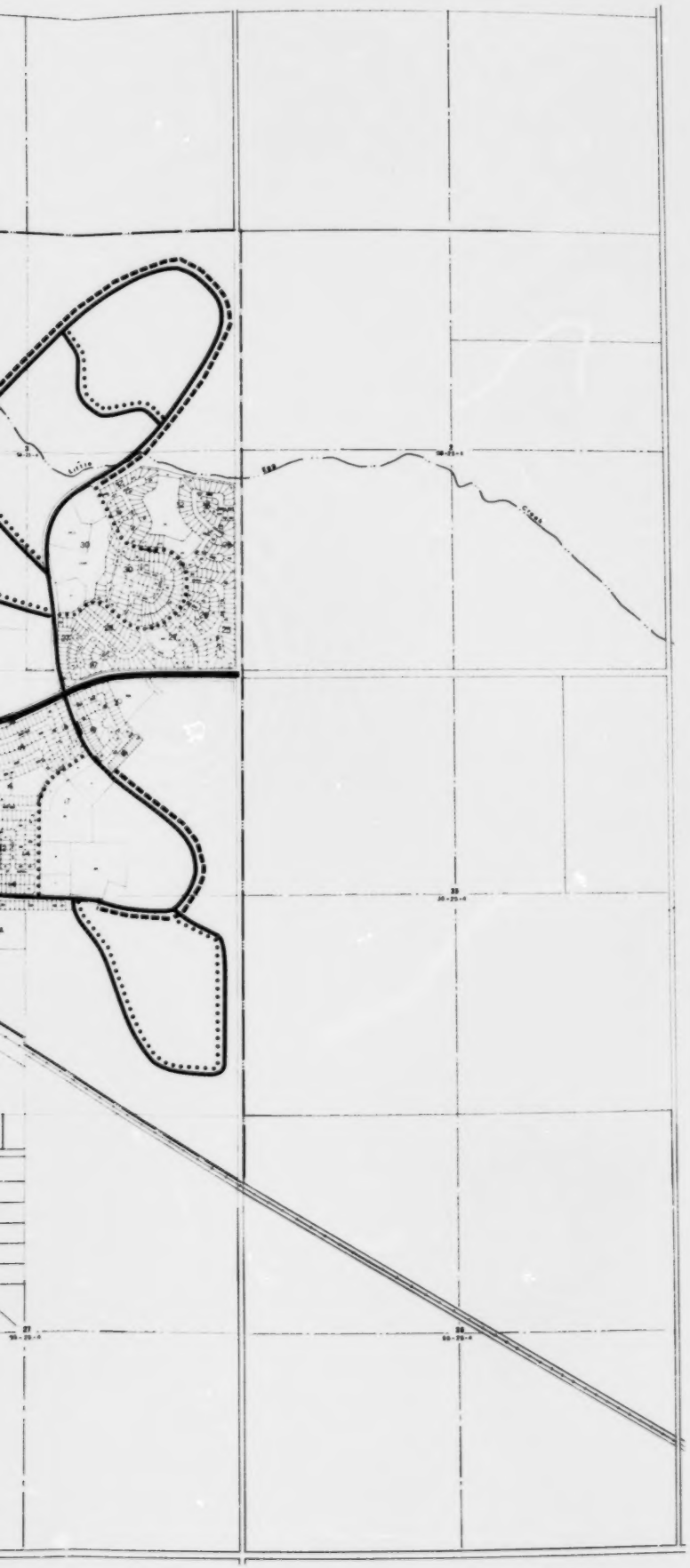


Figure 6

EXISTING AND PROPOSED ROADWAY SYSTEM

EXISTING

- HIGHWAY
- ARTERIAL ROADWAY
- MAJOR COLLECTOR
- MINOR COLLECTOR

PROPOSED

- ARTERIAL ROADWAY
- MAJOR COLLECTOR
- MINOR COLLECTOR

NOTE: The proposed servicing systems and alignments are conceptual and may change prior to development of the affected areas.

metres 0 200 400 600

feet 0 400 800 1800

N

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> the Town. This intersection is essentially an easterly extension of 100 Avenue with a proposed major road running north and south. As described previously, heavy traffic volumes are anticipated on the Section Road and it will be necessary to determine the interaction between these volumes and the turning traffic from 101 Avenue."[1]

At present, travel between Morinville and Edmonton or St. Albert is dependent on the highway network. There is a Greyhound bus service, however it is not adequate as a commuter service. A peak-hour commuter bus service may become feasible within the study period, however the viability of such a service would depend greatly on the commuter volume and operating costs.

The Town may wish to plan for an arterial and collector road system so that future public transit may be easily accommodated when the need arises.

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1 Town of Morinville, Municipal Servicing Report, prepared by Associated Engineering Services Limited, 1975, page 30.

2.1.2 MUNICIPAL OBJECTIVES AND POLICIES

OBJECTIVE

TO ENDEAVOUR TO ACCOMMODATE GROWTH CONSISTENT WITH THE TOWN'S ROLE AS A RESOURCE BASED, SERVICE AND COMMUTER CENTER IN THE EDMONTON REGION

POLICIES

(i) The Town will:

(a) anticipate a future population of approximately 16,000 residents by the year 2001;

(b) monitor the rate of growth and adjust Town growth policies when necessary, to recognize changes in resident attitudes and market forces.

The Town currently limits the total annual number of building permits issued to 200 units plus an additional 50 permits for infilling.

(ii) To encourage balanced growth in Morinville, the Town will actively encourage the growth of economic activities within the Town so as to avoid the possible economic and social problems of becoming overly dependent on housing for municipal revenues.

The Town's economic development strategy is further detailed in the Economic Development part of the General Municipal Plan document.

OBJECTIVE

TO ENSURE A PATTERN OF DEVELOPMENT WHICH WILL:

(A) RESERVE ADEQUATE SPACE TO SATISFY MAXIMUM COMMERCIAL, INDUSTRIAL AND RESIDENTIAL LAND DEMAND PROJECTIONS;

(B) PERMIT EFFICIENT TRANSPORTATION AND UTILITY SERVICING;

(C) PRESERVE AND STRENGTHEN THE COMMERCIAL CORE AS THE MAJOR COMMERCIAL, ADMINISTRATIVE AND CULTURAL CENTER OF

THE TOWN;

(D) SATISFY THE LOCATION REQUIREMENTS OF COMMERCIAL AND INDUSTRIAL ACTIVITIES;

(E) PERMIT THE OPTIMAL USE OF COMMUNITY FACILITIES AND SERVICES;

(F) PROVIDE A HIERARCHY OF PARKS AND OPEN SPACES;

(G) PREVENT THE MIXING OF LAND USES THAT ARE GENERALLY INCOMPATIBLE.

POLICIES

(i) *Future residential expansion will be primarily directed to the northeast and southeast of the presently developed part of Town.*

At the present time, the Town has a large supply of residential land within its existing boundaries. It has been estimated that approximately 18,000 people could be accommodated within these boundaries. The potential future redevelopment of certain parts of the Town would increase this population capacity estimate. In the long term, additional land beyond the Town's boundaries may be required. The area directly to the north of the existing Town reservoir would be a logical extension of the anticipated residential development to the east and to the south. The portion of land lying between Highway #2 and the Canadian National Railway line (CNR) and north of the existing Town boundaries should not be developed for residential purposesunless the CNR line is abandoned and provisions are made for buffering along the highway.

(ii) *Future general industrial uses will be directed to the south of the Northern Alberta Railway (NAR) line, between Highway #2 and the Section Road; and light industrial/commercial development will be permitted north of 101 Avenue, along Highway #2.*

The future industrial area to the south is ideally located because:

(a) there is direct access to Highway #2;
(b) there is a bypass route for truck traffic;
(c) the NAR line provides the opportunity for service to this area; and
(d) there is economic water and sewer servicing potential.

Clean light industrial uses mixed with lower density commercial developments requiring large storage areas or highway access would be suitably located north of 101 Avenue, adjacent to Highway #2. Access to Highway #2 would be provided by 107 Street. This land use is generally compatible with residential development proposed to the east of 107 Street, however, adequate buffering should be provided.

The Town's industrial strategy is further detailed in the Economic Development part of the General Municipal Plan document.

(iii) The redevelopment and intensification of the existing commercial core, and the development of a major retail facility directly east of the existing downtown area will be supported.

This proposed commercial expansion area combined with the existing commercial core area will provide sufficient commercial space for a trading area population level of 28,100 (according to the high projection for commercial space requirements). The expansion of the commercial core to the east will result in a centrally located future downtown area since the majority of future residential development will occur in the eastern portion of the Town.

The Town's commercial strategy is further detailed in the Economic Development part of the General Municipal Plan document.

(iv) *Limited commercial expansion and higher density (townhouses and apartments) redevelopment will be permitted in those areas which are adjacent to the existing commercial core, provided consideration is given to the phasing of development and redevelopment, serviceability, impact on adjacent land uses and other factors considered important by the Town.*

The residential areas directly adjacent to the existing commercial core may be gradually developed for commercial uses as the commercial core is expanded in these directions. The rate of this future expansion will depend on the demand for commercial land and the degree of redevelopment of the commercial core. When considering commercial development in the commercial fringe area, the Town will endeavour to ensure that:

(a) the proposed development is a logical extension of the existing commercial core;
(b) the proposed development does not constitute undue decentralization of the core area;
(c) there is no available land in the existing core area that can suitably accommodate the proposed commercial activity.

The gradual redevelopment to higher density housing of the residential area adjacent to the existing commercial core would provide housing with convenient access to shopping and employment areas. When considering redevelopment proposals, the Town will endeavour to ensure that:

(a) the proposal will be compatibly integrated with existing low density dwellings;
(b) the site is located along or in close proximity to collector roadways;
(c) the proposal does not jeopardize future expansion of the commercial core prime retail space.

(v) The Town will continue to develop the existing central area as an attractive community focus for the Town administrative and cultural activities; and will endeavour to conserve or assist other agencies in the conservation of areas with significant historic features.

(vi) Local shopping facilities for convenience goods may be permitted in residential areas according to local demand.

(a) future local convenience commercial sites should be limited in size to approximately 0.8 hectares (2 acres), however larger sites may be designated to accommodate auxilliary uses which are aptly situated in a residential neighbourhood.
(b) these facilities should be located on collector roads.

(vii) Future highway commercial facilities should be located in areas adjacent to or within easy access from Highway #2, subject to Alberta Transportation regulations concerning safe and convenient access.

In order to promote their purpose of primarily providing services for the travelling public, highway commercial areas should be located within easy access from Highway #2.

(viii) The Town will continue to require the preparation of an outline plan or area structure plan prior to major subdivision in accordance with procedures and information requirements as outlined by the Town.

An area structure plan/outline plan should contain the following:

(a) a design showing the location of proposed land uses, roadway networks, park land and adjacent uses,
(b) major constraints affecting development and how they would be treated;
(c) engineering studies concerning the proposed method of utility servicing;
(d) proposed phasing of subdivision;
(e) information on overall population density generated and residential units per net hectare;
(f) such other information as is deemed necessary by the Town.

An area structure plan not intended to be legally enacted by the Town may be "accepted in principle" and thus be termed an outline plan.

Areas considered suitable for the preparation of an area structure plan are indicated on page 103 of the General Municipal Plan.

(ix) The Town may wish to prepare an "Area Redevelopment Plan" to assist them in setting guidelines for the commercial core and the proposed expanded central business district.

This study would detail proposed land use, future phasing, architectural and landscaping standards, parking requirements, traffic circulation, and other matters the Town considers necessary.

(x) The Town will continue to review other development proposals on their merits.

Council will continue to be interested in reviewing development proposals that do not conform to the General Municipal Plan. It is recognized that such development proposals may require an amendment to the General Municipal Plan.

OBJECTIVE

TO PROVIDE THE NECESSARY UTILITY SYSTEMS TO ACCOMMODATE GROWTH.

POLICIES

(i) *The utility systems should be upgraded and expanded in accordance with Morinville's long term utility servicing plans and as needs dictate.*

OBJECTIVE

TO PROVIDE A CONVENIENT TRANSPORTATION SYSTEM WHICH WILL BE COMPATIBLE WITH LAND USE ACTIVITIES.

POLICIES

(i) *The Town will endeavour to ensure the future development of the transportation network according to its roadways plan.*

The roadways plan should be updated and revised periodically to accommodate changes in land use.

(ii) *The Town will encourage the Department of Transportation to widen Highway #2 to a four lane standard between St. Albert and Morinville.*

2.2 ECONOMIC DEVELOPMENT

2.2.1 PREAMBLE

The present section entitled "economic development" deals with two major land use categories --commercial and industrial.

COMMERCIAL DEVELOPMENT:

Morinville's commercial sector initially developed in response to the commercial and service needs of the surrounding agricultural area. In more recent years, however, the main stimulus to its growth has come from the rapidly growing population of the Town itself.

Morinville's total trade sales (both retail and service) have grown considerably in the last few years, from a total of $6.3 million in 1976 to $10.5 million in 1978 (a 67% increase). Per capita total trade sales in the same period increased by 38.8%, reaching $4,792 per capita in 1978.

Retail trade has been the most important segment of the commercial structure of the Town. It has grown, not only in terms of sales, but also in terms of employment which increased from 66 to 131 people between 1976 and 1978. Morinville's service trade has played a much less significant role in the commercial structure of the Town. The total number of employment positions (68 people) provided in 1978 by this segment of the local trade was only 52% of that of retail trade and its sales ($1.5 million) were, in the same year, 14.4 % of those achieved by the retail trade.

Despite its substantial recent growth, the municipality's current commercial structure remains relatively underdeveloped. The results of the 1980 Community Survey (See Table 1) indicate that the relative weakness of the Town's commercial sector is, to a large degree, due to the local residents' tendency to shop for a substantial proportion of their goods and services in the City of Edmonton and St. Albert. This inclination seems to be reinforced by the fact that a large proportion of Morinville's resident labour force (over 64%) commutes daily to work in these two municipalities.

Therefore, it would seem that future prospects for the development of the Town's commercial sector will be determined, not only by the number of people living within Morinville's trading area and by the growth in their incomes, but also by the degree to which

their shopping preferences can be redirected towards the Town's commercial facilities. As is evident from the results of the Community Survey, there are two chief ways this redirection might be encouraged:

(a) increase the variety and level of local commercial services, and

(b) promote the expansion of local employment opportunities.

Commercial land uses consist of retail trade facilities, service establishments and office development. In larger municipalities they are generally arranged in a hierarchical structure, ranging from individual convenience stores, through increasingly larger shopping centers up to the central business district. Retail trade constitutes, as a rule, the largest segment of the commercial structure of urban municipalities. In Morinville it currently accounts for approximately 41.5% of the total commercial floor space in use. The remaining floor space is divided between service trade (23.5%), office development (29.9%), and vacant space (5%). Morinville 's proportion of office development is relatively large as a result of the administrative function the municipality performs for the northern portion of the Edmonton metropolitan area. As the population size of the Town increases in the future, this function will likely diminish in relative terms. Retail trade on the other hand can be expected to increase its relative weight in the future commercial structure of the municipality.

All the presently developed commercial land in Morinville is located in the original central area of the Town along 100 Avenue and 100 Street. The commercial development is fairly compact and its situation is acentric in relation to the currently developed residential areas. It's location along the two main east-west and south-north traffic arteries makes it, however, easily accessible to all the residential districts.

The overall density of commercial development --2,555 square metres of gross leasable area (GLA)[1] per net hectare (11,130 sq.

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1 Gross Leasable Area (GLA) - is a total area designed for tenant occupancy and exclusive use, including basements, mezzanines and upper floors --if any-- expressed in square metres and measured from the center line or joint partitions and from outside wall faces.

TABLE 1

PERCENTAGE OF COMMERCIAL PURCHASES BY TYPE AND LOCATION

	IN TOWN	EDMONTON	ST. ALBERT	OTHER	TOTAL %
Groceries	35.9	18.7	45.2	0.2	100
Drugs	73.8	16.5	9.1	0.6	100
Clothing & shoes	6.2	77.3	14.9	1.6	100
Hardware & housewares	40.7	48.4	10.2	0.7	100
Furniture	0.8	96.9	0.7	1.6	100
Major Appliances	6.3	90.5	0.9	2.3	100
Car & truck purchase	2.9	82.1	6.6	8.4	100
Car & truck service	54.4	33.4	6.6	5.6	100
Barber or beauty shop	57.4	29.6	8.4	4.6	100
Dry cleaners & laundry	73.3	17.4	8.1	1.2	100
Medical Doctor	49.8	31.7	17.7	0.8	100
Restaurant	24.3	55.7	16.7	3.3	100

SOURCE: 1980 Community Survey of the Town of Morinville.

ft. per net acre)— is presently above the metropolitan area average. This is due to the relative compactness of the commercial structure and a current lack of peripheral commercial development.

The large majority of commercial development in Morinville consists of small commercial firms situated on strips of individual lots along the main arterials. There are only two small shopping centers in the Town, where a single owner rents out commercial space for a mix of establishments which share a common parking area.

The main advantage of commercial development in planned shopping centers is that the shopping center can include adequate parking and unloading areas on the site, thereby preventing overflow parking and protecting the capacity of adjacent streets to carry through traffic. Land is used efficiently because overlapping use of the parking areas is permitted. In addition, by combining a variety of establishments in a single building, a shopping center makes possible convenient "one stop shopping." However, a single structure shopping center as a rule involves single ownership and various restrictive policies for the tenants. For this reason some businesses may find a location in a shopping center to be unsatisfactory or even impossible.

The main advantage of commercial development formed by strips of smaller, individually owned commercial lots is the flexibility and freedom of action offered to the constituent commercial firms. The most critical disadvantages of this type of development include unsuitability for one stop shopping, frequent lack of parking, dependency on on-street parking and related traffic congestion.

As neither of the two aforementioned types of commercial development is free from shortcomings and each possesses its own particular advantages, both should be allowed to continue as part of the Town's commercial structure. Proper planning procedures should be instituted, however, in order to minimize potential problems.

In terms of the general plan, the most important issues connected with planning for commercial development include the following:

(a) future scope of the commercial sector;
(b) future role of the central commercial area; and
(c) peripheral commercial development.

The projected range of commercial space requirements for Morinville has been based on two distinct development scenarios (see Table 2). Scenario I, resulting in minimum projected commercial space needs between 45,495 square metres (489,720 sq. ft.) and 55,343 square metres (595,720 sq. ft.) of GLA has been founded on the assumption that Morinville will remain primarily a dormitory for the northern portion of the metropolitan area. In consequence, the commercial structure of the Town will be enlarged and slightly modified in response to population growth in the trade area, but qualitatively (in terms of the variety and level of service) it will remain essentially the same. No marked change in the shopping habits of the trade area residents is also implied.

The pivotal assumption of Scenario II, producing maximum projected commercial space requirements (between 68,672 sq. metres or 739,200 sq. ft. and 83,536 sq. metres or 899,200 sq. ft. of GLA) has been that Morinville will be able in the foreseeable future to substantially expand its employment base. This is expected to not only bring new shoppers to the Town (among them industrial workers commuting from Edmonton) but also encourage local residents to change their shopping habits and make a larger proportion of their purchases in Morinville. This development, together with the growth in local population is anticipated to increase the variety of goods and services provided locally with further beneficial effects on the purchasing habits of the inhabitants of Morinville's trading area.

As indicated by the information from the Community Survey, the changes in Morinville's commercial sector anticipated by Projection II are generally consistent with the shopping improvements desired by the majority of the Town's residents (e.g. more/better stores, department stores, greater variety of goods and services, more competition, etc.) and should be supported by the General Plan. In order to preserve future flexibility, it is recommended that the high projection of commercial space needs (Projection II) be used as a basis for the Town's commercial sector planning.

The central commercial area presently contains all the Town's existing commercial developments (7.2 hectares or 17.7 acres of developed land). Although its current location is acentric, relative to the newly developed residential areas, future residential development in the northeastern portion of the Town can be expected to substantially reduce the current degree of acentricity. It should also be noted that the C.B.D. is easily accessible from all parts of the Town and that with proper transportation planning this good accessibility can be maintained in the future.

TABLE 2

PROJECTED COMMERCIAL SPACE REQUIREMENTS, TOWN OF MORINVILLE, 1980-2001

Year	Projected Trade Area Population	PROJECTION I GLA		PROJECTION II (4) GLA	
		sq. metres	net hectares (3)	sq. metres	net hectares (3)
1980 (1)	8,150	18,304 (2) (16,031)	7.2	18,304 (2) (16,031)	7.2
1986	11,900	23,437	8.5	28,743	10.4
	13,500 (high projection)	26,588	9.6	32,608	11.8
1991	15,500	30,490	11.1	40,319	14.7
	18,200 (high projection)	35,845	13.0	47,342	17.2
1996	19,300	38,011	13.8	53,789	19.5
	23,100 (high projection)	45,495	16.5	64,380	23.4
2001	23,100	45,495	16.5	68,672	24.9
	28,100 (high projection)	55,342	20.1	83,536	30.3

NOTES: (1) Actual figures

(2) Includes 2,273 square metres of commercial space vacant or under construction in the middle of 1980. Bracketed figures indicate the amount of commercial space in use (including a normal vacancy rate of 5%).

(3) Calculated using the development density of 2,755 square metres of GLA per net hectare. (Present development density is 2,555 square metres of GLA per net hectare).

(4) Commercial space requirements were assumed to increase to 2.42 square metres of GLA per person in 1986 and then to gradually rise to 2.97 square metres of GLA per person by the year 2001.

Good accessibility is only one of several important features necessary for a downtown area's continued viability. Other significant factors include the geographical expandability of the downtown area as well as its ability to accommodate certain proportions and certain important segments of the municipality's total commercial structure.

Morinville's C.B.D. area can be expanded through development of the presently vacant commercially zoned land and through redevelopment of the older residential properties presently zoned for commercial purposes. Additional commercial space can also be created in the central commercial area by redevelopment of the older residential properties in the commercial fringe area.

On the assumption that all land presently zoned for commercial purposes in Morinville's central business district (17.2 net hectares or 42.5 net acres) plus one-third of the commercial-transitional zone (2.6 net hectares or 6.3 net acres) is developed at the present average density of 2555 square metres of GLA per net hectare (11,130 sq. ft. of GLA per net acre) the existing central commercial area (19.8 net hectares or 48.8 net acres) could accommodate over 60% (43,942 sq. metres or 473,000 sq. ft. of GLA) of the maximum commercial space requirements (83,536 sq. metres or 899,200 sq. ft. of GLA) projected for the Town within the time frame of the general plan.

The strength and vitality of a municipality's downtown area depends not only on its relative size but, to a significant degree as well, on the types, intensity and arrangement of the various land uses it contains. The most dominant and important land use in a downtown of the size envisioned for Morinville is retail trade, complemented by a variety of service establishments and office developments.

Various institutional, recreational, educational, cultural and higher density residential land uses also belong among the land use components which can be considered desirable for the C.B.D. The downtown area should be, as much as possible, activity and people-oriented. It should be able, therefore, to attract not only shoppers, but also those residents who want to spend their leisure time enjoyably and interestingly.

The continued viability of the downtown area also requires that its retail component include a major facility capable of acting as a powerful anchor for the whole central commercial complex. In the

case of Morinville this requirement can be satisfied by situating within the downtown's confines the community-size shopping center projected as viable in the Town within the next ten years. A 5.9 hectare (14.5 acre) parcel of vacant land between 100 and 101 Avenue east of 99 Street seems to be ideally suited for such a use. This location which represents a logical eastward extension of the C.B.D. is in accord with the Town's standing policy of developing the municipality as a compact urban unit focused on the existing C.B.D. area. Based on present standards, the area of the parcel should accommodate a community shopping center of the magnitude envisioned for Morinville. Future zoning of this site should ensure, therefore, its use for this purpose.

In order to function satisfactorily, the C.B.D. requires a funtionally focused arrangement of its major activities. This arrangement as a rule involves a concentration of the most important (town-wide, area-wide) land uses[1] in an area characterized by the best access and the capability for high density development. Morinville's C.B.D. area is presently developed at a rather uniform density and consequently does not possess as yet this kind of a focus.

In terms of overall accessibility, the greatest potential for the development of the future high density core in the C.B.D. undoubtedly lies in the general area around the intersection of 100 Street and 101 Avenue. Future commercial zoning and development in this area should reflect its potential to accommodate high density land uses.

The Community Survey indicated that Morinville's residents strongly desire improvements in the level and variety of commercial services and that a large proportion of the necessary expansion in the local commercial sector, including a community-size shopping center, can be accommodated within the easily accessible central commercial area. Peripheral commercial development can, therefore, be limited to convenience shopping areas, commercial enterprises

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1 These uses include major retail facilities, high density office and service developments interspersed with and/or adjacent to high density residential development. A small park for the passive recreation and enjoyment of the downtown residents and shoppers is also generally considered a beneficial component of a well developed downtown core.

servicing the travelling public and those commercial firms, such as warehouse retail sales, car sales, building product sales, etc., which by the nature of their operation require larger parcels of cheaper land. If Morinville's commercial development occurs at the higher projected level, one neighbourhood shopping center 2787 to 4645 square metres (30,000 to 50,000 sq. ft.) of GLA in size, (on a site of 1.2 to 2 hectares or 3-5 acres in size) may be necessary in the municipality. Its location should be distant from the downtown, in an area which has the potential for an expansion of residential development beyond the present boundaries of the Town.

Given the indicated size of the convenience shopping areas, the decision on their number and location can be left to the designers of the new subdivisions and their appreciation of the local demand.

The best location for land extensive commercial uses is generally along the main arterials bordering industrial parks. In the case of Morinville the preferable locations would be along 100 Street south of the NAR line and along 107 Street north of 101 Avenue. These locations are also preferable for highway commercial land uses requiring a highway exposure.

Commercial land uses dependent on a highway exposure can also be located along Highway #2 in the industrial parks.

INDUSTRIAL DEVELOPMENT

The results of the 1980 Community Survey indicate that Morinville's residents are generally in favour of the Town's continuing growth and that growing opportunities for employment as well as improved conditions for business have been considered by the survey respondents to be important benefits of growth. The survey information also suggests that an opportunity to live close to the place of employment has been one of the three main factors attracting people to live in Morinville. In addition, Morinville's residents consider the development of the local industrial sector, not only as a source of additional employment opportunities but also as a means of strengthening the municipal fiscal base so that necessary urban services can be provided at reasonable residential taxation rates.

Unlike the past, when Morinville's development was closely associated with the demographic and economic trends occuring within its relatively small agricultural hinterland, in the last fifteen

(15) years the Town has been developing in response to factors operating within the broader scope of the Edmonton metropolitan region. In this period, metropolitan population decentralization has become one of the most visible trends affecting the municipalities within commuting distance of the City of Edmonton.

The experience of other North American metropolitan areas has been that residential development is usually followed by the movement of industrial development to decentralized locations and that manufacturing and related storage, wholesaling and transportation establishments are among those economic activities which display the greatest tendencies toward metropolitan decentralization.

The most frequently cited reasons for the decentralization of manufacturing and related activities include their need, technologically determined and increasing, for large tracts of land and their inability to obtain the necessary land at acceptable prices in more central locations. Additional reasons relate to the congestion of central metropolitan areas and the increasing orientation of manufacturing activities to national markets and their consequent need to be close to major national transportation links, highway interchanges and airports.

Industrial firms require for their operations, not only inexpensive land and good transporation connections, but also a sufficient labour pool on which to draw. A suburban population often contains, particularly in the initial stages, a very large proportion of higher income workers whose educational and related occupational characteristics predispose them for the employment found in the downtown area of a central city rather than that offered by decentralizing manufacturing firms. For this reason, the population size of a municipality and the corresponding size of its labour force, as well as its housing mix and associated diversity of the local labour pool, can be important determinants of a municipality's ability to attract industrial development.

As noted earlier in the report, Morinville's economy has traditionally been based on the Town's commercial role. As a result the municipality's industrial sector has up till now been rather limited. However, the recent rapid population growth of the Town, combined with an increasing tendency for metropolitan industrial decentralization, would indicate the growing potential of the Morinville area for industrial development. Evidence of this potential is provided by the fact that for the last two years a

large industrial park, 63.1 gross hectares (156 gross acres) in size has been developing on the Town's southern boundary, while a smaller park, 9.7 gross hectares (24 gross acres in size) has been established a short distance from the Town across Highway #2. In the two year period approximately 19.8 gross hectares (49 gross acres) of land have been developed (used) for industrial purposes in these two rural parks.

The establishment of these rural industrial parks in Morinville's vicinity can be attributed to the industrial development potential of the Town, namely, its location on Highway #2, its growing population and labour force base as well as its traditional agricultural service function. Even though these parks do provide some benefits to the Town by offering employment opportunities to Morinville's residents, their location in close proximity to but outside the Town's boundaries is highly undesirable.

This is particularly true of the larger fully serviced area south of Morinville. It has not only diverted new industries which otherwise might have located in the Town, but also has weakened the current industrial base of Morinville by attracting away from the Town some of its long established firms. All this has been happening at a time when the municipality's rapidly growing residential areas require large financial resources to pay for the upgrading of the Town's social and physical infrastructure.

As indicated by the Draft Edmonton Regional Plan, there is ample scope for the Edmonton area rural municipalities to participate in the Region's industrial development without encroaching upon the development potential of their urban counterparts. The role envisioned for rural municipalities by the Regional Plan is for them to accommodate "industries that use local resources, offer a local service or require large amounts of land." Within these guidelines, there are numerous opportunities for the Edmonton area rural municipalities to accommodate a significant portion of such regional economic activities as large electrical power plants and coal mines, heavy (particularly petrochemical) industries, airports, land extensive industries requiring large parcels of unserviced or semi-serviced industrial land, as well as highway commercial development to service the areas distant from the urban municipalities.

However, the development of rural industrial parks (particularly fully serviced ones) in close proximity to urban municipalities (such as those in the Morinville area) is highly undesirable as it is disruptive for the proper development of those communities. This is because rural parks situated near urban boundaries jurisdictionally fragment prime areas of urban industrial development and complicate urban servicing schemes. Additionally, if developed to fully serviced standards, the establishment of these parks also leads to the takeover by the rural municipalities of an important segment of the municipal tax base which rightfully belong to those urban municipalities which have to finance the local public services needed by the labour force employed in the industrial parks.

The availability of suitably sized parcels of serviced industrial land at a moderate price has been one of the main stimulants to metropolitan industrial decentralization and has also contributed to the recent industrial development in the Morinville area. Therefore, one of Morinville's most significant tasks in stimulating local industrial development will be to ensure a plentiful supply of serviced industrial land within its boundaries. The following measures appear to be crucial to achieve this:

1. The Town should strongly and persistently resist any further subdivision of land for industrial purposes in proximity to its boundaries.

   Based on existing trends, the projected amount of land to be used in the Morinville area for industrial purposes within the time frame of the general plan ranges between 64.75 gross hectares (160 gross acres) a minimum amount for the population projection of 16,000, and 242.8 gross hectares (600 gross acres) a maximum amount for the population projection of 20,000. The above figures indicate that the existing size of the two rural industrial parks already exceeds by 8.1 hectares (20 acres) the minimum projected industrial potential of the whole Morinville area. With the current keen competition for population and industrial growth among the metropolitan area municipalities, it is impossible to exclude the possibility that only this minimum potential will be realized. As a result further subdivision of land for industrial purposes in the Town's vicinity could completely undermine even its most modest industrial development aspirations.

TABLE 3

PROJECTED INDUSTRIAL LAND REQUIREMENTS, TOWN OF MORINVILLE, 1980 - 2001

	1980	1986	1991	1996	2001
Population Projection Scenario A	4,207 [1]	7,160	10,010	12,960	16,000
Projected Industrial Land Req. (gross hectares)	1.6[2] (20.0)	29.1- 87.0	40.5- 121.4	52.6- 157.4	64.8- 194.3
Population Projection Scenario B	4,207 [1]	8,310	12,020	15,910	20,000
Projected Industrial Land Req. (gross hectares)	1.6[2] (20.0)	33.6- 100.8	48.6- 146.1	64.4- 193.0	80.9- 242.8

NOTES: (1) 1980 actual population.

(2) 1980 actual amount of industrial land in use within the Town's boundaries. Bracketed figures indicate the amount of industrial land in use in the two industrial parks situated in the vicinity of Morinville.

(3) Projected amount of industrial land includes the land both within the boundaries of the Town and in its vicinity.

2. The Town should encourage the servicing and development, for industrial uses, of the existing industrially zoned land within the municipality's boundaries.

   The Town presently has two areas of land zoned or intended for industrial purposes. One of these, containing approximately 14.2 gross hectares (35 gross acres) of land, is located in the northwest corner of the Town along Highway #2. Because of its proximity to future residential development, the best utilization of this district would involve very clean light industrial uses mixed with lower density commercial developments requiring a highway exposure. Given these restrictions, it is likely to take some time before this district can be filled. The onus for Morinville's industrial development in the near future will rest, therefore, on the second (larger) parcel of land located in the southwest corner of the Town. This parcel, comprising 74.5 gross hectares (184 gross acres) of land, is presently zoned as an industrial reserve. Because of its advantageous location (between the new and old Highway #2, adjacent to the railway line and separate from residential development), it is very well suited for both rail and truck-oriented industrial development.

3. If the industrially designated land within the confines of the municipality cannot be serviced and developed at a satisfactory pace, the Town should consider public industrial land banking.

   There are two main areas in the vicinity of the municipality which can be considered for this purpose.

   One general area is west of and adjacent to Highway #2. Another area, south of the Town and encompassing portions of the quarter sections north, east and west of the Morinville Industrial Park is clearly the more preferable. This latter area not only has superior access and easier servicing, but also represents an extension of both the planned industrial area within the Town and the established industrial park presently within the M.D. of Sturgeon territory. The integration of the whole area into one contiguous industrial complex can be expected to provide agglomeration economies to the constituent firms and stimulate industrial development in the Morinville area.

4. If the measures under (3) are found to be very difficult or impossible then, as a last resort, the Town may attempt to

expropriate a portion or portions of the industrially-designated land within the Town and take over the financial responsibility for its servicing and sale. The expropriation route should be considered, however, only as a last resort and undertaken only if it is clear that the land obtained through expropriation could be sold at prices which would be attractive for industrial development and still permit the Town to recover at least its costs. A net subsidization of industrial development through below cost land prices should be avoided unless supported by a large majority of the taxpayers. These principles should apply to any public land banking scheme whether on expropriated or normally purchased land.

5. The Town should resist under any circumstances attempts to rezone for some other uses the land presently designated for industry. The only exception to this policy would be in the case of small areas along the major arterials which may be suitable for commercial development. To act otherwise would amount to giving up the basic chance for local industrial development.

6. The Town should limit, at least in the foreseeable future, further annexations of industrial land to the area forming extensions of the present industrial land in the southwest corner of the municipality. To do otherwise would be to allow a shift of industrial development to locationally less desirable areas, to fragment industrial development and thus to eliminate, or at least weaken the positive effects of industrial agglomeration.

2.2.2 MUNICIPAL OBJECTIVES AND POLICIES

OBJECTIVE

TO STRENGTHEN AND DIVERSIFY THE OVERALL COMMERCIAL FUNCTION OF THE TOWN IN ORDER TO PROVIDE A VARIETY OF COMMERCIAL SERVICES AND EMPLOYMENT OPPORTUNITIES TO LOCAL RESIDENTS AS WELL AS TO IMPROVE THE TOWN'S TAX BASE.

POLICIES

(i) The Town will designate lands of sufficient size and in suitable locations in order to provide for a variety of types of commercial uses.

(ii) The Town shall reaffirm its commitment to the preservation of the present downtown as the primary commercial and business area of the municipality.

(iii) The Town will encourage redevelopment of and increased densities in the existing downtown area. The highest densities will be encouraged in the area of greatest accessibility, generally around the intersection of 100 Street and 100 Avenue.

(iv) The Town will ensure, that the community-size shopping center, projected to become viable in the municipality within the next ten years, can locate on the 5.87 hectare parcel of presently vacant land between 101 and 100 Avenue east of 101 Street.

(v) The Town will encourage new office development in the downtown area, as opposed to decentralized shopping areas or industrial parks.

(vi) The Town may permit higher density housing within the downtown area in conjunction with retail and office development.

As a guideline, the Town should not permit, at least initially, a density greater than 86.5 units per net hectare (35 units per net acre) in the downtown area.

(vii) Depending on the local population and commercial growth, the Town may permit one neighbourhood shopping area not greater than 2.02 hectares (5 acres) in size in an area of the municipality with the potential for expansion beyond the Town's present boundaries.

(viii) The Town will permit those commercial activities which require large storage areas or which serve the travelling public or the industrial area work force to locate in the

light industrial areas along 101 Street south of NAR line, along 107 Street north of 100 Avenue and along Highway #2.

(ix) *The Town will encourage industrial development as part of an effort to attract additional shoppers to the municipality and to increase the proportion of shopping done in Morinville by local residents.*

(x) *The Town will monitor downtown parking requirements, and in co-operation with its ERPC planning adviser, will periodically review and update its parking policies.*

The Town may wish to establish a parking fund to provide parking in the commercial core; and in this respect they may consider allowing the developer to provide approximately 2/3 of the parking requirements in the form of on-site parking spaces with the balance being taken as cash-in-lieu-of-parking to be placed in the municipal parking fund.

(xi) *The Town will encourage commercial development to be of the highest quality particularly adjacent to major transportation routes.*

OBJECTIVE

TO DEVELOP INDUSTRIAL ACTIVITIES IN THE MUNICIPALITY IN ORDER TO INCREASE LOCAL EMPLOYMENT OPPORTUNITIES, MINIMIZE COMMUTING TO WORK FOR LOCAL RESIDENTS AND STRENGTHEN THE TOWN'S TAX BASE.

POLICIES

(i) *The Town will strive in conformity with the Edmonton Regional Plan to develop the municipality as a resource based, service and commuter center.*

(ii) *The Town will encourage the establishment of a variety of industrial areas which are functionally integrated and compatible with the nonindustrial areas of the Town.*

(iii) *The Town will strongly resist any further subdivision of land for industrial purposes in the rural area in proximity to its boundaries.*

(iv) *The Town will encourage non noxious land intensive industrial uses to locate in the northwest industrial area. Other industrial land uses will be required to locate in the southwest industrial area.*

(v) *The Town favours expansion of its southwest industrial area in a general southeast direction. Only annexations constituting a contiguous expansion of this area will be supported.*

(vi) *The Town intends to incorporate the existing Morinville Industrial Park within the Town's future boundaries.*

(vii) *If the pace of industrial development in the municipality is found unsatisfactory, the Town may undertake a program of industrial land banking as a means of facilitating and promoting local industrial development.*

(viii) *The Town may attempt, through its residential development policies, to attract a diversified labour force suitable for industrial development.*

(ix) *The Town will encourage proper standards of industrial subdivision and site design.*

(x) *The Town will ensure that industrial development adjacent to major access roads in the industrial areas is of the highest quality.*

(xi) *The Town will continue to seek industries which could successfully locate within the community.*

(xii) *The Town will cooperate with local business groups in promoting the municipality as a good place to live and establish a business.*

(xiii) *The Town will seek the assistance of other levels of government in order to promote the Town's industrial development advantages.*

2.3 HOUSING AND RESIDENTIAL DESIGN

2.3.1 PREAMBLE

Morinville's rapid population growth in recent years has been accompanied by a significant increase in the Town's housing stock; from 565 to 1,350 dwelling units between 1976 and 1980. The housing stock is primarily composed of single detached dwellings (79.8% of all the dwelling units in 1980). Other housing types include duplexes (both side-by-side and vertical duplexes) 2.7% of the housing stock; townhouses 8.5%; apartments 3.6%; and mobile homes 5.5%. In 1980, 83.2% of the households in the Town owned their homes while 16.8% lived in rental accommodation.

The Community Survey results reveal that the cost of housing was ranked as the most important reason people moved to their present home. Similarly, the lower cost of housing as well as the small town atmosphere were important factors that attracted people to Morinville. Indeed much of Morinville's rapid population growth in recent years can be attributed to the Town's relative lower cost of land and housing, particularly when compared to St. Albert and Edmonton; as well as people's desire to live in a community with small town attributes. Before moving to Morinville slightly more than half of the Town's residents lived in Edmonton, and almost 10% lived in St. Albert. Of former Edmonton and St. Albert residents more than half moved to their present residence because of the lower cost of housing. In the near future it is likely that Morinville's continued growth will be largely dependent on the continued availability of lower priced land relative to other communities in the Edmonton region.

There are many factors which are important in an individual's decision to purchase a house or to make a move from one residence to another. These include the stage in the lifecycle, family size, people's values and aspirations, and their financial situation.

As a general rule, there is a strong relationship between people's stage in the lifecycle, house type, tenure and level of income. The Community Survey results indicate that the majority of households with children occupy a single detached dwelling, duplex or townhouse as do (but to a lesser extent) senior citizens and couples without children. However, single adults generally have a greater tendency to occupy an apartment unit. There is also a strong correlation between house type and tenure (most single detached dwellings are owned while apartments and, to a lesser

extent, townhouses tend to be rented), both of which are related to income. The higher the income level of a household the greater the propensity to own, and hence occupy a single detached dwelling. This is an important consideration respecting the Town's housing policies in so far as the creation of a labour pool is concerned. If the Town is to attract a diversified labour force suitable for industrial development, then a variety of housing types and dwelling sizes must be provided for people in different stages of the lifecycle and with various income levels. It is interesting to note that a higher percentage of people living in a rental unit (primarily apartments) work in Morinville, when compared to homeowners, many of whom commute to work.

The Community Survey results indicate that the majority of Morinville residents are generally satisfied with their dwelling units, however the degree of satisfaction expressed on the specific components of the dwelling unit are variable. Overall, a higher percentage of Town residents rate the amount of interior and exterior space as "good" than are rated other components of the dwelling unit. Town residents tend to rate the cost of maintaining their homes as "adequate." The level of noise was rated as being "poor" by a relatively higher proportion of residents, however the amount of privacy was also of concern to people.

When a comparison is made between the various housing types and the rating given to each component of the dwelling unit, it is observed that there are significant differences between single detached dwellings, duplexes, townhouses, apartments and mobile homes. Residents of single detached dwellings expressed the least dissatisfaction with the various components such as interior and exterior space, playspaces for children to play outside, privacy and noise level. Mobile home dwellers tended to express the greatest dissatisfaction with these components of the dwelling unit. Townhouse residents were most dissatisfied with the amount of privacy and the noise level. Generally, apartment dwellers rate the amount of exterior space and interior and exterior playspaces as "poor" in a higher percentage than do residents in other housing types.

Some 55% of Town residents listed various noise sources. The survey results also indicate that certain noise sources are localized in specific parts of the Town. It is not surprising to find that those areas in close proximity to Highway #2 and to the railway lines are also the areas with a relatively higher percentage of residents who mentioned highway traffic and train movements as

noise sources. Local traffic was mentioned by 29% of all Town residents as a noise source. Mobile home dwellers are relatively more annoyed by local traffic than are households in other dwelling types, and residents in townhouses and apartments tend to mention inside annoyances (neighbours next door) as a noise source, more so than in other dwelling types.

Most Morinville residents are satisfied with their neighbourhoods as a place to live. While there are many factors which might enhance people's satisfaction with their neighbourhood, neighbourhood satisfaction is also directly associated with housing satisfaction, regardless of house type. Those individuals who are satisfied with their dwelling units, also tend to be satisfied with their neighbourhoods. This suggests that the provision of adequate and suitably designed interior and exterior space (and playspace), the minimization of noise levels and increased privacy would increase people's satisfaction not only with their dwelling unit but also with their neighbourhood. As housing densities increase, the design of housing and residential areas with respect to these factors is of particular concern.

The location of a neighbourhood and the qualities associated with it are factors that are taken into account when individuals make locational decisions. Of prime importance is whether the area is conveniently accessible to essential activities such as work, shopping, schooling and recreation. The satisfaction with each neighbourhood is thus, to a large degree, a function of the availability of these services and their importance to the individual affected.

Generally, there is a fairly strong relationship between the stage in the lifecycle and those attributes that are considered to be desirable in a neighbourhood. Single adults are primarily concerned with proximity to work and shopping facilites. Households with children place a high priority on proximity to schools. Seniors consider the proximity to shopping facilities as a very important attribute in a neighbourhood.

Residential design should take into account the relationship between the differing needs and values of the people who tend to live in certain housing types. Generally, households with children and households without children place an importance on different locational criteria. Family-oriented housing types should usually be located in areas with convenient and safe access to school and park sites. Housing types that generally cater to households with

TABLE 4

NEIGHBOURHOOD SERVICE CRITICAL DISTANCE RECOMMENDATIONS

FOR SENIOR CITIZEN HOUSING

SERVICE	CRITICAL DISTANCE	MAXIMUM RECOMMENDED DISTANCE
BUS STOP	on-site to 3 blocks	1 block
OUTDOOR AREA	on-site to 3 blocks	3 blocks
LAUNDROMAT	on-site	on-site
GROCERY STORE	1-10 blocks	6 blocks
SUPERMARKET	1-10 blocks	6 blocks
BANK	1-10 blocks	6 blocks
POST OFFICE	1-3 blocks	3 blocks
DEPARTMENT STORE	1-3 blocks	3 blocks
CLEANERS	1-11 blocks	6 blocks
SENIOR CENTER	on-site	on-site
BEAUTY/BARBER	on-site to 10 blocks	10 blocks
PHYSICIAN	1-10 blocks	10 blocks
BUTCHER SHOP	1-10 blocks	6 blocks
SNACK BAR	1-10 blocks	10 blocks
PUBLIC LIBRARY	on-site to 10 blocks	10 blocks
DENTIST	1-10 blocks	10 blocks
EYE DOCTOR	1-10 blocks	10 blocks
FOOT DOCTOR	indeterminate	10 blocks
CENTER (FOR ALL AGES)	used as a senior center	on-site
MOVIE	indeterminate	10 blocks
CHURCH/SYNAGOGUE	indeterminate	indeterminate (1)
BAR	no importance	no importance

(1) Indeterminate critical distance due to high percentage of persons who do not use, and only small number who do use.

Source: Robert J. Newcomer. "An Evaluation of Neighbourhood Service Convenience for Elderly Housing Project Residents" in the The Behavioural Basis of Design, Community Development Series, Volume 28. Dowden, Hutchinson & Ross, Inc. Stroudsbourg, Pennsylvania, 1976.

no children (particularly apartments) may be more advantageously sited in areas with easy access to shopping facilities and places of work. Senior citizen housing should be located on sites which best meet the special needs of the elderly (See Table 4).

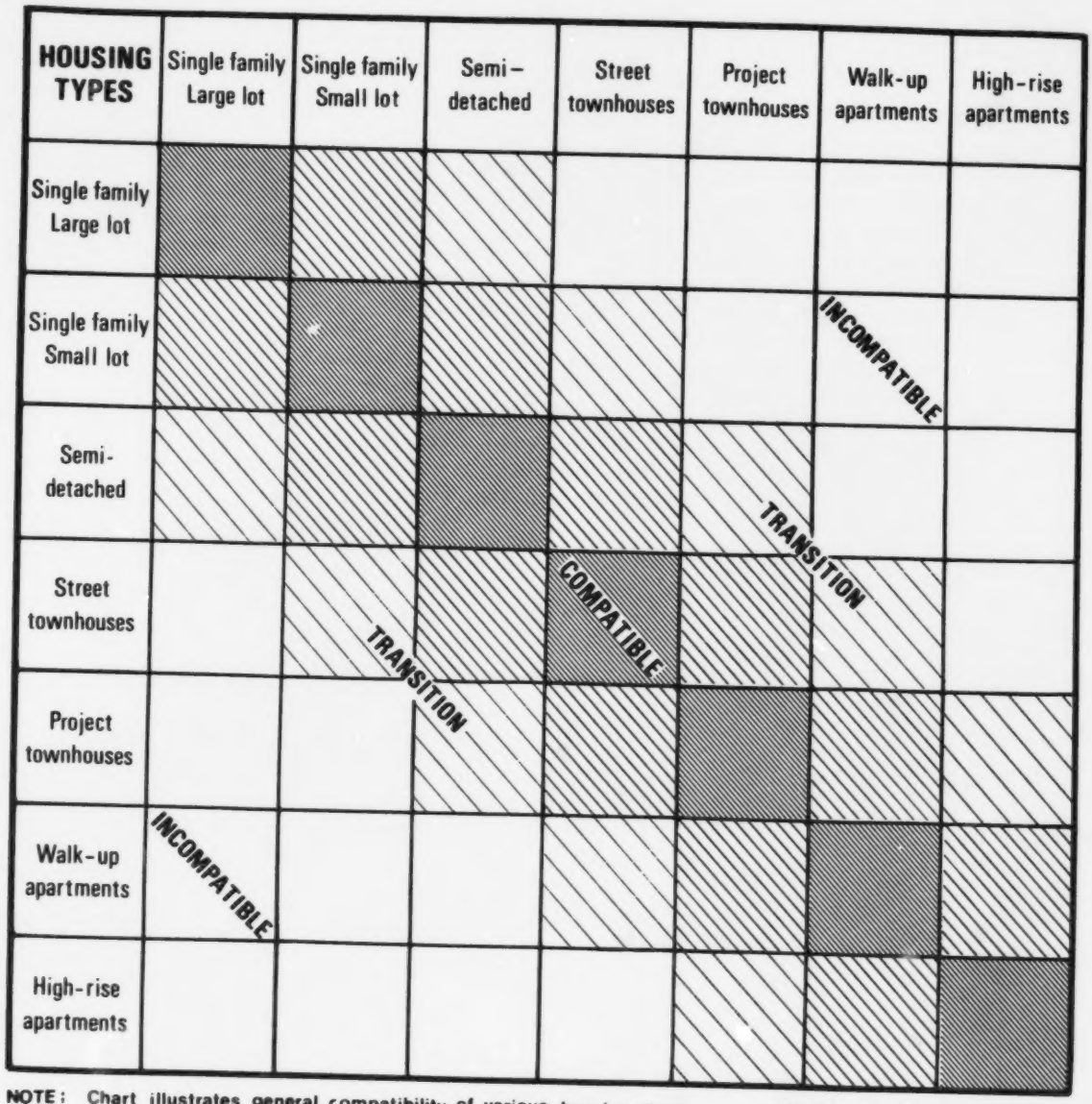
Generally, Town residents do not favour the development of neighbourhoods containing a mixture of different housing types and densities. However, the development of neighbourhoods which are socially mixed in terms of income, occupation and age is favoured by most Town residents. Tenure is a determining factor in people's attitudes towards homogeneity and heterogeneity in neighbourhoods.

Most residents view their "neighbourhood" as a small area adjacent to their homes. This "micro-neighbourhood" usually consists of a cluster of houses which face one another on a street or common court and the immediate surroundings. Homogeneity in housing form should be retained at the micro-neighbourhood level. However, a mixture of housing types and densities within a larger area may be acceptable to residents provided there is a gradual transition in dwelling type and density. The City of Edmonton Planning Department has prepared a chart which illustrates in a simplified fashion which typical housing types are generally compatible (see Figure 7).

In future large residential areas some degree of variety in housing types should be provided. Single detached housing should be the predominant housing form. However, both the locations and the relative proportions of housing types can best be determined relative to specific subdivision designs and the market demand existing at that time.

The density range in terms of population per gross hectare and units per net residential hectare should be established at the area structure plan stage. Density in terms of population per gross hectare is a useful measure in order to establish the relationship between population and the level of services. The projected age distribution, household size and composition of the population should be considered in planning appropriate services. Density in terms of units/net hectare provides some indication of the type, form and spacing of housing. It should be noted that for a given number of units/net hectare a decline in household size will result in a lower population/gross hectare. This may have implications for the level of amenities and services which can be provided in an area.

An inventory of residential land, within the existing Town boundaries, which has immediate and long term potential for housing



NOTE: Chart illustrates general compatibility of various housing types in close proximity. Greater flexibilty may be available in backing-on relationships where design and landscaping may be employed to reduce potential conflicts.

SOURCE: Land Use Planning Branch

Figure 7
HOUSING COMPATIBILITY

was compiled and is indicated in Figure 8. Table 5 provides an estimate of the potential number of dwelling units in these areas and the number of vacant lots. This estimate assumes that the future housing mix and density would be similar to that of residential areas currently being developed or proposed for development. However, it does not take into account the potential for redevelopment to higher densities of certain parts of the Town, nor does it estimate the number of existing residential units that may be (re)developed to other uses (primarily the expansion of the central core). Table 6 indicates that an additional 13,842 people, or a total of approximately 18,000 people could potentially be accommodated within Morinville's existing boundaries, assuming that household sizes would remain constant at 1980 levels. Any changes in the assumptions relating to housing mix and density and household size would modify the Town's population capacity.

C
K
J
B
D
I
H
E

Figure 8

FUTURE RESIDENTIAL AREAS

metres 0 200 400 800

feet 0 400 800 1600

Edmonton Regional Planning Commission

TOWN of MORINVILLE ◆◆◆ general municipal plan

TABLE 5

POTENTIAL NUMBER OF UNITS BY TYPE IN FUTURE RESIDENTIAL AREAS

Area	Stage in Development Process	Size and/or Number of Vacant Lots (1)	Assumed Housing Type	Estimated # Of Units (2)
A	- approved plan of subdivision	- total of 347 single family lots with 112 units constructed and 235 lots vacant	- single detached	235
		- 1.4 hectares (3.4 acre) vacant parcel zoned R-3	- townhouses	40
B	- vacant; approved Outline Plan	- 83.9 hectares (207.2 acres)	- proposed 87.3% single detached 1.7% semi-detached 11.0% townhouses	715 14 90
C	- vacant; approved Outline Plan	- approximately 121 hectares (300 acres)	- assume 90% single detached 10% townhouses	1065 106
D	- part of approved Oultine Plan; part of area proposed as "Mixed Land Uses"	- 7.9 hectares (19.4 acres)	- assume density of 16 people/gross acre	(310 people)
E	- part of plan of subdivision	- 1.49 hectares (3.67 acres)	- townhouses	44
F	- proposed plan of subdivision	- 183 single family lots 22.9 hectares (56.6 acres)	- single detached	183
G	- vacant; part of Outline Plan	- approx. 75.4 hectares (186 acres)	- assume 88.7% single detached 11.3% townhouses	667 85

H	- approved plan of subdivision	- 77 lots	zero lot line	77
I	- two parcels zoned R-3; one under construction and one vacant		apartments	48
J	- proposed plan of subdivision	- 21.2 hectares (52.3 acres)	single detached	171
K	- existing use; water treatment plant and reservoir	- 12.3 hectares (30.4 acres)	- assume single detached	110
	- infill of vacant lots in developed part of Town	- 101 vacant lots	- assume single detached	101
		- 2 parcels zoned R-3	apartments	64

NOTES: (1) As of May 1981.

(2) In order to calculate number of potential units in undeveloped areas, it was assumed that 55% to 60% of the gross land area would consist of net residential hectares. Then the following densities were applied to the net residential land for each housing type:

16.8 units per net hectare (6.8 units per net acre) for single family dwellings.
29.6 units per net hectare (12 units per net acre) for townhouses.
86.5 units per net hectare (35 units per net acre) for apartments.

TABLE 6

TOTAL PROJECTED POPULATION OF FUTURE RESIDENTIAL AREAS

Housing Type	Estimated # of Units (1)	Average Household Size (2)	Total Projected Population
single family (3)	3458	3.5	12,103
townhouses	365	3.3	1,205
apartments	112	2.0	224
mixed land use area	7.8 hectares (19.4 acres)	39.5 people/gross hectare (16 people/gross acre)	310
TOTAL			13,842 (4)

NOTES: (1) As calculated from the June 1980 land use survey.

(2) Average household size for single and multiple family dwellings were calculated from the Morinville Community Survey. Average household size for apartments was derived from an average of the household size for apartments in Leduc and Fort Saskatchewan.

(3) Includes single detached, semi-detached/duplex and zero-lot line.

(4) This figure indicates the additional population which could be accomodated within Morinville's boundaries, excluding the existing 1980 population of 4,207 people.

2.3.2 MUNICIPAL OBJECTIVES AND POLICIES

OBJECTIVE

The basic housing objective of the Town is to ENCOURAGE THE PROVISION OF A VARIETY OF WELL DESIGNED TYPES OF HOUSING, AND AN ADEQUATE STANDARD OF SITE AND RESIDENTIAL DESIGN FOR ALL FUTURE DEVELOPMENT AND REDEVELOPMENT.

The following policies specify the variety of ways in which the Town will seek to achieve the above noted objective.

POLICIES

(i) The Town, in cooperation with private developers and/or other government agencies will endeavour to:

(a) Provide a variety of housing types, and a range of dwelling and lot sizes so as to meet the socio-economic needs of existing and prospective residents;

(b) Ensure that there is an adequate supply of rental accommodation;

(c) Continue to provide senior citizen housing according to local requirements, and encourage the location of senior citizen housing on sites which best meet the special needs of the elderly; and

(d) Investigate the need for government assisted housing programs.

(ii) Single detached dwellings should be the predominant housing type in new residential areas, however alternative housing forms should also be provided in appropriate areas.

(a) As a guideline, the housing mix in outline plan areas should contain no less than 80 percent single family housing and no more than 20 percent multiple family housing (ie. townhouses and apartments).

(b) *In individual housing developments, the exact proportion among housing types can best be determined in the consideration of specific site designs and existing market demand.*

(iii) *The Town will ensure compatible relationships between different housing types and densities in new residential areas by:*

(a) *avoiding significant differences in density by ensuring a gradual transition in housing form or through the use of buffering;*

(b) *creating homogeneous sub-neighbourhood units;*

(c) *limiting the size of parcels and length of street frontage used for multiple unit residential developments; and*

(d) *encouraging apartment developments to locate in the expanded central business district, or in close proximity to community facilities.*

(iv) *The following guidelines are intended to be used as a basis for multiple-family housing development:*

(a) *Multiple-family dwellings should be located in convenient proximity to major community facilities, transportation routes, public transit, schools, recreation areas and/or commercial areas;*

(b) *Innovative multiple-family dwelling schemes will be encouraged where it has been illustrated that they will be attractive enough in design and price to warrant the relaxation of conventional standards;*

(c) *Each multiple family site must contain an adequate amenity area of a type needed to serve the specific density, location and type of development.*

(d) *The site requirements and other provisions relating to multiple family developments established in the Land Use Bylaw should be strictly enforced and considered to be the minimum acceptable standards.*

(v) *The Town shall control the number, extent, and location of smaller lots which have reduced frontages below 15.25 metres (50 feet). In determining the number and extent of small lots to allow, the Town shall consider the following in making a decision:*

(a) *cost reduction over conventional sized lots in the Town, and selling price to the consumer;*

(b) *current inventory and apparent marketability of small lots;*

(c) *aesthetic appearance and design of small lot neighbourhoods;*

(d) *impact of small lot neighbourhoods on traffic, parking, demand for public services, park and recreational facility use, etc.*

(vi) *Suitable noise attenuation facilities must be provided in residential areas adjacent to the highway, major arterial roadways and railway lines.*

(vii) *In the review of plans and subdivision proposals, the Town may wish to give consideration to:*

(a) the design of more energy efficient subdivisions using such techniques as increased use of south oriented dwelling units to maximize exposure to the sun and careful siting of landscaping to maximize winter sunlight and summer shade;

(b) the use of architectural control on major developments;

(c) the variation of residential frontyard setbacks to offer the potential of a more interesting streetscape, while reinforcing the function of the rearyard as the prime use area for individual residential dwellings.

(d) the development of various focal points in residential areas in order to encourage community cohesion and interaction.

(e) the development of pedestrian circulation systems which link residential areas with schools, parks, and recreation facilities.

2.4 PROTECTIVE, HEALTH AND SOCIAL SERVICES

2.4.1 PREAMBLE

PROTECTIVE SERVICES

POLICE

The Town of Morinville is policed by a three member detachment (which may increase to five members in 1981) of the Royal Canadian Mounted Police.

The Community Survey revealed that the majority of Town residents are satisfied with police services. Suggestions for additional or improved services included more neighbourhood patrolling, more personnel and the control of speeding vehicles. Residents feel quite safe in the Town with a moderate concern being possible residential break-ins. However, an analysis of Morinville crime statistics does not substantiate this concern.

The number of crime related offenses decreased slightly between 1978 and 1979, however during this period of time, there was an increase in traffic-related incidents. Morinville had fewer criminal and traffic offenses per capita in 1979 than did Alberta and other Canadian communities of a similar size.

FIRE

The Town of Morinville Fire Department is a twenty-six member all volunteer force including a volunteer Chief. The Department uses two pumpers, one owned by the Town (with a fire flow of 64 litres per second or 840 gallons per minute) and one owned by the Municipal District of Sturgeon (47 litres per second or 625 gallons per minute). The M. D. of Sturgeon unit is used primarily for fires in the rural area and as a back-up unit for the Town.

The Town's present total rated pumping capacity is 87 L./sec. (1153 g.p.m.). A mutual aid agreement that will likely be signed in 1981 between Morinville and the City of St. Albert which will give the Town an additional credit, however the total credited pumping capacity would still be short of the present requirement of 190 L./sec (2500 g.p.m.). Upon construction of the new reservoir and fire pump, the total fire flow capacity would increase to 227 L./sec. (3000 g.p.m.) which would meet both present and future requirements.

Residents of Morinville are generally satisfied with the fire protection afforded by the existing volunteer force. While approximately half of the residents did not suggest any improvements to fire protection services in Morinville, the improvement that was most often suggested was a 24 hour full-time fire force. The Community Survey revealed that there tended to be greater satisfaction with fire protection services among those residents who lived closest to the present firehall.

HEALTH SERVICES

The Town of Morinville is served by the Sturgeon Health Unit, privately practicing medical doctors, the Sturgeon General Hospital in St. Albert and the Morinville Ambulance Service.

MEDICAL SERVICES

There are two medical clinics, and a laboratory located in Morinville's Professional Centre. Nine of the ten doctors currently practising in the Town are based in St. Albert. Three general practitioners, including the Town's resident doctor, practise at the Associate Medical Clinic. Grandin Medical Clinic provides offices for seven doctors who rotate their visits. There are no specialists located in Morinville.

There are two dentists and an optometrist, the latter making regular weekly visits to Morinville. The Town's only chiropractor is based in St. Albert, but spends his mornings in Morinville.

Patients requiring hospital treatment are generally admitted to the 100-bed Sturgeon General Hospital in St. Albert. At present, an additional 90 beds are under construction, while outpatient facilities are being expanded.

The Community Survey indicated that a high percentage of Morinville residents use Edmonton and St. Albert doctors. This situation may be due to the availability of specialists in the larger urban centers, the large proportion of recent residents to Morinville who may have retained their family doctor in Edmonton or St. Albert, and the large percentage of commuters in Morinville who are likely to visit a doctor in convenient proximity to their place of work (this was particularily the case for those households where both the head of the household and the spouse are commuting to work).

THE STURGEON HEALTH UNIT (MEDICAL SERVICES)

The Town of Morinville is part of the Sturgeon Health Unit District, with the headquarters located in St. Albert. Until recently, programs and services were based in St. Albert. However, the demand for child care and prenatal classes became so great that a small sub-office, with two locally-based community health nurses, was established in Morinville.

Of the many preventive health programs offered, approximately half are concerned with infants and children; while aspects of nutrition, sanitation, therapy and homecare are handled by a community nutritionist, public health inspectors, speech pathologists and a home care coordinator, respectively. Other preventive health professionals and staff include community health nurses and health assistants, dental hygenists and dental assistants.

AMBULANCE SERVICE

The Town of Morinville is served by the Morinville Ambulance Service, an independently owned and largely self-supporting organization. The ambulance service, with one vehicle and an all-volunteer staff of twelve drivers and attendants, operates from a private Morinville residence.

SOCIAL SERVICES

STURGEON HEALTH UNIT (SOCIAL SERVICES)

The Sturgeon Health Unit provides a number of services that in other municipalities are frequently part of the Preventive Social Services (PSS) program. The Health Unit's Coordinated Home Care Program is concerned with the provision, by local people, of non-medical assistance to the elderly, the handicapped and those recently released from hospital. This Coordinated Home Care Program is presently the major social service provided in Morinville by the Health Unit.

ALBERTA SOCIAL SERVICES AND COMMUNITY HEALTH

Morinville does not have a sub-office of Alberta Social Services and Community Health. Two care services, child welfare protection services and income security (welfare assistance) are based in the St. Albert Regional Office. In addition, the St.

Albert office can provide the services of an employment opportunity specialist, while a family therapist and a team of psychologists and psychiatrists are available for consultation. Other specialized services offered by Alberta Social Services are based in Edmonton.

SENIOR CITIZEN HOUSING

Heritage Place Lodge, a senior citizens lodge, is located in close proximity to the center of Morinville. The Lodge contains 44 single units. Adjacent to the Lodge is a six-plex which provides self-contained housing for senior citizens. Both facilities were built with funding from the Alberta Housing Corporation. The majority of the residents are from Morinville and the surrounding rural area.

DAY CARE

At present, there is no day care center in Morinville, despite the fact that the Town has a high proportion of pre-school children. This has resulted in overcrowding at the homes of private babysitters or the use of day care centers outside the Town. It is expected, however, that a day care center will open in the Town in the fall of 1981.

2.4.2 MUNICIPAL OBJECTIVES AND POLICIES

OBJECTIVE

TO ENSURE THE PROVISION OF THE NECESSARY POLICE PROTECTION SERVICES TO THE RESIDENTS OF MORINVILLE.

POLICIES

(i) The Town should strive for mutual cooperation between itself and the R.C.M.P.

(ii) The Town should endeavour to provide adequate financial and manpower resources necessary to maintain a high quality of police force at a ratio of 1 regular member for every 800 population.

(iii) The Town accepts the principle of a ratio of 1 support staff for every 4 regular officers.

(iv) The Town should encourage the Morinville detachment of the R.C.M.P. to continue monitoring the trends in crime to provide necessary information for planning future police services.

(v) The Town should encourage the R.C.M.P. to publicize their activities in order to enhance community relations.

(vi) The Town should encourage the R.C.M.P. to sponsor an awareness of crime in Morinville and a preventive attitude among Town residents.

(vii) The Town should encourage the R.C.M.P. to provide more neighbourhood patrolling and to attain a high profile in the community.

OBJECTIVE

TO PROVIDE THE NECESSARY FIRE PROTECTION SERVICES TO THE RESIDENTS OF MORINVILLE.

POLICIES

(i) The Town should proceed with the installation of a

new fire pump delivering at least 114 L./sec. (1500 gallons per minute) fire flow in conjunction with the new reservoir to be constructed in southeast Morinville as proposed.

(ii) *The Town should enter into a written mutual fire protection agreement with the City of St. Albert as soon as possible in order to obtain additional credited fire protection for the Town as required by current standards.*

(iii) *The Town should construct a new fire hall sufficient in size to house present vehicles and planned purchases and which is in a location central to the present community and proposed expansion areas.*

(iv) *The Town should purchase an additional pumper vehicle with a capacity of 80 L./sec. (1050 gallons per minute) or greater as soon as possible after the installation of the new fire pump in order to obtain additional credited fire protection for the Town as required by standards.*

(v) *The Morinville Fire Department should have manpower sufficient in number to effectively operate all vehicles in accordance with published standards, be they volunteer or paid personnel.*

(vi) *The Town should investigate the hiring of a full-time fire chief.*

(vii) *The Town should maintain an equitable arrangement with the M. D. of Sturgeon for the financing of the Morinville Fire Department.*

OBJECTIVE

TO ENCOURAGE THE PROVISION OF NECESSARY HEALTH AND SOCIAL SERVICES FOR THE COMMUNITY

POLICIES

(i) *The Town should endeavour to monitor changes in the Town population, especially those changes that might affect medical services requirements such as: age, stage of family lifecycle, family size, income and*

occupation (the latter in terms of type and location).

Demographic information is available from such sources as Civic Census data and Community Survey results. Morinville is a young community with a high birth rate and a large proportion of infants and children. The Town may wish to emphasize those medical services and facilities that specialize in prenatal, infant and child care.

(ii) *The Town, in cooperation with the Sturgeon Health Unit, should endeavour to promote and encourage use of the services of the Health Unit sub-office, and to encourage use of local medical services and facilities.*

The Town should ensure that the sub-office continues to occupy a suitable central and accessible location. The Town may wish to provide, in cooperation with the appropriate agencies, an advertising and public education program (particularly for new residents and commuters) regarding the various health and social services available in Morinville.

(iii) *The Town should endeavour to encourage increases in both professional and clerical Health Unit staff, to match increases in the Town's population, and to encourage those personnel whose services will be locally required full-time in the near future, to locate in the Town of Morinville.*

Staff projections to 1986 for the Morinville sub-office have been made by the Sturgeon Health Unit. The Town should endeavour to assist the Health Unit to ensure that sufficient space is available in a suitable location to accommodate staff increases.

(iv) *The Town should endeavour to provide fast, safe ambulance routes out of Town and within the Town to all major neighbourhoods, and to ensure that all major streets, avenues, crescents, etc. are clearly designated.*

(v) *The Town should continue to aid and encourage an ambulance service consistent with the size of the service area and with the demographic characteristics of the Town's popu'ation, such as: lifecycle, age and family size.*

(vi) *The Town may wish to periodically assess social service needs, in terms of age, income, family size, lifecycle, and location within the Town.*

Demographic information is available from such sources as the Civic Census and community surveys.

(vii) *The Town may wish to consider introducing social service programs such as Preventive Social Services (PSS); for those social services already being provided by a nonlocal agency such as Alberta Social Services and Community Health, the Town should encourage such agencies to base social service personnel within the Town as the demand for their services warrants the establishment of a Morinville sub-office.*

(viii) *The Town should encourage the provision of adequate day care service according to present and potential demand.*

There would appear to be a need for day care service in Morinville. Community Survey data indicates a high percentage of preschool (0-5 years old) children, of commuters, and of households with both husband and wife working full or part-time.

2.5 LIBRARY

2.5.1 PREAMBLE

The Centennial Library is located in the historic part of Morinville. It is administered by the Library Board and is supported by the Town, Provincial Government, and membership fees. The Library serves Morinville and the surrounding rural area.

The 116 square metre (1250 square feet) public library, containing approximately 3000 volumes, employs a librarian and a part-time assistant. The library has plans to undertake alterations and to increase its bookstock. In addition to lending books, the library offers programs for young children. A story hour is held for kindergarten children, but attendance is limited by library size. In addition, playschools and playgroups organize visits to the library.

Information from the Community Survey indicates that the majority of Town residents never use the library or visit it very infrequently. Of those residents who use the library very frequently (one to three times a week), a bigger library and a larger selection of books would improve the library service to these people. On the other hand, most of those residents who use the library on a regular monthly basis would like to see a change (either longer or different hours) in the library's hours of operation. Of those residents who never use the library, the large majority did not suggest any improvements to the library service.

In terms of library planning, existing standards have been revised. Rather than relate floor space or number of books to population, it has been suggested that such factors as the characteristics of the service area population (that is; ages, levels of education, occupation, family lifecycles, etc.) be considered in planning library needs and services.[1] The planning process, therefore, becomes more complex but ultimately more relevant to each specific library and the community it serves.

2.5.2 MUNICIPAL OBJECTIVES AND POLICIES

OBJECTIVE

TO PROVIDE OPPORTUNITIES FOR MORINVILLE RESIDENTS TO PURSUE CULTURAL ACTIVITIES.

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1 Palmour, V.; Bellassai, M.; and DeWath, N., A Planning Process for Public Libraries, prepared for the Public Library Association, Chicago, 1980.

POLICIES

(i) *The Town should encourage the Library to reflect the service and program needs of the community.*

(ii) *The Town should endeavour to provide space if and when expansion of the Library occurs.*

(iii) *The Town should continue to ensure that the Library is easily accessible to residents, that sufficient parking is available, and that provisions are made to accommodate handicapped users.*

2.6 PARKS, RECREATION AND OPEN SPACE

2.6.1 PREAMBLE

The purposes of the Parks, Recreation and Open space component of the General Municipal Plan are:

(i) to determine public attitudes toward existing open spaces and recreation facilities in Morinville; and

(ii) to identify problems and improvement areas respecting the Town's parks and recreation facilities.

The General Municipal Plan is not intended to supplant other more detailed Town recreation planning documents and in particular the Recreation Master Plan. Rather, the General Municipal Plan recognizes the importance of more detailed recreation planning and provides a context within which such detailed planning may be undertaken.

Parks quite often become the location of recreation facilities. The popularity of a particular park is, in large part, dependent upon the equipment and facilities which are provided within the park spaces.

The Town of Morinville possesses a number of park spaces and recreation facilities. In addition to the park spaces located within the Town boundaries, Heritage Lake Park, located west of Highway #2, is easily accessible to Morinville residents.

Overall, the Community Survey results seem to indicate that parks and recreation facilities are a high priority in the minds of Town residents.

The Community Survey results reveal that the majority of households are neutral in opinion to mildly dissatisfied with the recreational facilities in the Town. The survey responses regarding resident suggestions for the improvement of recreational and cultural facilities in the Town indicate that there is more concern in the community about additional recreational and cultural facilities than there is dissatisfaction about the operation of existing facilities. When asked what additional recreational and cultural facilities were needed in the Town, the only suggested facility that received a large number of responses was a swimming pool.

The results of the Community Survey indicate that approximately sixty-five percent (65%) of the households use Town parks. The parks used by most residents are Kinsmen Park, Heritage Lake, Sunshine Lake and The Meadows/G. P. Vanier School grounds. Of all the Town parks used by Morinville residents, 19.5% of the parks used were evaluated as good, 66.5% as fair, and 14% were evaluated as poor.

The use of a park by a household appears to be partially related to the distance of the park from the household's neighbourhood. Of those residents who use Town parks, a higher percentage of residents in those areas located in the west and central portion of the Town use Heritage Lake (46%, 27% and 48%, in civic census zones 1, 2 and 3 respectively) as compared to those households living in the eastern part of the Town (15%, 18% and 13%, in civic census zones 4, 5 and 6 respectively). Parks such as Belle Park, The Meadows/G. P. Vanier School grounds, Frontier Grounds and Lions Park tend to be almost exclusively used by those households that live in close proximity to that specific park; while Sunshine Lake and Kinsmen Park serve a number of surrounding neighbourhoods.

The Community Survey data indicate that 23% of Morinville households are satisfied, to some degree, with Town parks; 28.8% are neutral in opinion; and 47.2% are dissatisfied, to some degree, with parks in the Town.

The reason for park dissatisfaction can be ascertained, to some degree, by examining suggested improvements respecting parks in the Town. Considering the overall demographic character of Morinville, it is not surprising that the request for more children's facilities ranked as the most suggested park improvement among Town residents. A comparatively high percentage of those using Sunshine Lake, The Meadows/G. P. Vanier School grounds, Lions Park and Belle Park indicated that the provision of children's facilities would improve these parks. In addition, children's parks (including creative playgrounds and tot lots) were mentioned by many residents as being the additional parks required in Morinville.

Of those households with children (sixteen years of age and under) approximately 60% were dissatisfied with the playspaces available for their children. The suggested playspace improvements relate to the age of the children living in each neighbourhood and the availability of recreation equipment and facilities within that specific neighbourhood. For example, in those neighbourhoods where there was a comparatively higher percentage of pre-schoolers and

little in the way of playspaces geared to that specific age group, playspace dissatisfaction was relatively high with the majority of suggested playspace improvements relating to the provision of suitable parks and equipment for pre-schoolers. On the other hand, in those neighbourhoods containing a relatively high proportion of children in their early teens, the suggested improvements related to recreation facilities and programs.

Successful recreation and open space planning is based on several factors including size, location, and design of parks as well as the provision of recreation facilities and equipment which are consistent with the needs of the population they are intended to serve. At the same time, certain constraints such as financial considerations and the timing of development in a new neighbourhood should be recognized. Notwithstanding these constraints, the type of recreation facilities provided should closely relate to the different age groups within a neighbourhood.

Recreation planning based on the lifecycle stage of the neighbourhood and/or age groups can be accomplished in the future by using the Community Survey data and the civic census. From past experience, it can be expected that the composition of the population in new subdivisions will be characterized by a high percentage of young families. This will have implications as to the types of parks and facilities which should be provided in a new neighbourhood. Demographic changes in established neighbourhoods should also be monitored in order to assess the suitability of existing open spaces and recreation facilities.

It is also important to note that a neighbourhood is occupied over a period of time and that the new spaces and recreational opportunities which are provided for the convenience of the initial residents of a new neighbourhood are not necessarily going to be the spaces and facilities required in that subdivision a few years later. Therefore, subdivision proposals should be assessed from these two time dimensions.

A standard of ten acres of open space per 1,000 population is usually employed in assessing and projecting open space requirements for existing and future Town population. According to this standard, it would appear that Morinville has an adequate amount of open space at the present time.

Open space standards are useful as a guideline in planning present and future park reserves, however the availability of

open space does not necessarily guarantee recreation satisfaction. This has been clearly demonstrated in the Community Survey results. Facilities, equipment, accessibility, landscaping and safety are all factors influencing user satisfaction.

The majority of future park and open space land will come from two sources:

(a) Municipal, School or Municipal/School Reserve.
This land (no more than 10% of the parcel of land to be subdivided) is dedicated as public reserve at the time of subdivision and is used for school and recreation park purposes.

(b) Environmental Reserve.
Environmental Reserve is dedicated at the time of subdivision and includes lands which are considered unsuitable for development due to severe physical constraints. An example of environmental reserve which is currently used for recreational purposes is Sunshine Lake, a stormwater retention pond in the Sunshine Lake Estates subdivision.

In addition, previous studies have proposed the development of a future linear park along the Manawan Canal. The feasibility of developing the Manawan Canal and incorporating it into the Town's future park and open space system should be investigated.

Plans for the acquisition and development of future open space should make adequate provision for:

(a) accommodating active and passive recreational activities for a variety of age and interest groups;

(b) the development of a pathway system linking residential areas to parks, open space areas and other community facilities;

(c) seasonal programs and multi-use of sites throughout the year;

(d) both organized and unplanned activities;

(e) the joint use of facilities and park space by schools and the community.

A joint use agreement regarding school facilities and school grounds exists between the Town of Morinville and the School Board. Some playground and playfield equipment is provided by the Town. Through the Recreation Department and volunteer assistance, the Town cooperates with the School Board in the development of playgrounds and the layout of playfields, which are then available for both student and community use. Until recently, land designated as "school grounds" was dedicated in the School Board's name. In the case of G. H. Primeau School, only the building site and immediate grounds (parking, landscaped areas, etc.) are school land; the remainder of the reserve parcel is municipal land.

School facilities are available for public use during after school hours. Where special equipment, such as the sewing machines in the home economics classrooms, is required for community use, special permission may be obtained, upon request, from the School Board. To date, the major joint use of school facilities has been the gymnasium.

2.6.2 MUNICIPAL OBJECTIVES AND POLICIES

OBJECTIVE

TO PROVIDE FOR THE PARK AND RECREATION NEEDS OF TOWN RESIDENTS.

POLICIES

(i) *The Town will ensure continued development of a system of parks and open space, varying in both size and function, which may be comprised of:*

(a) *COMMUNITY PARKS*
Community parks will accommodate major recreational facilities such as arenas, swimming pools, etc.

(b) *DISTRICT PARKS*
District parks will serve several neighbourhoods and be used primarily for active recreation purposes.

(c) *NEIGHBOURHOOD PARKS*
Neighbourhood parks will be used primarily by school-age children for passive and active

recreation, however they may also contain play areas for pre-schoolers.

(d) PARKS IN COMMERCIAL AREAS
Primarly for passive recreation, to create spatial variety and increase visual interest in the central business district.

(e) PARKS IN INDUSTRIAL AREAS
Open space and recreation facilities in industrial areas will be required to satisfy the trend toward providing parks and recreational opportunities to employees.

(f) SPECIAL USE AREAS
Special use areas will include buffers, ornamental parks, etc.

(ii) The Town may wish to investigate the feasibility of developing a linear park along the Manawan Canal.

(iii) The Town will monitor the provision of stormwater ponds as potential areas for recreation and open space in Morinville and will use monitoring information when rendering decisions on proposed subdivisions which contain such ponds.

(iv) The Town should ensure that all parks are easily accessible to the population they are intended to serve and that this access is clearly defined and visible to the public.

(v) Wherever possible, the construction of recreational facilities and the development of parks in newly developed areas should correspond with the timing of residential construction.

(vi) The Town and the Sturgeon Regional Recreation Council should continue to cooperate in the development, maintenance and operation of public recreation programs.

(vii) The Town should endeavour to develop efficient supervision, operation and maintenance of recreation facilities.

(viii) *Consideration should be given to the construction of a Town swimming pool.*

(ix) *The Town should provide parks and recreation facilities in accord with the needs of user groups.*

(x) *The Town will monitor the changing recreation needs of the community.*

This type of analysis should consider such factors as:

(a) population size, density and geographical distribution.

(b) age group composition of the population.

(c) wages and disposable income.

(d) present and projected leisure time.

(e) amount of commuting by residents.

(xi) *The Town should continue its policy of maintaining joint use agreements with respect to school and park facilities.*

(xii) *The Town may wish to encourage voluntary donations (of money and materials) and volunteer help (for leadership, supervising and maintenance) from among the resident population.*

(xiii) *The Town should continue to follow the recommendations of the Parks and Recreation Master Plan.*

2.7 EDUCATION

2.7.1 PREAMBLE

Morinville's population has increased rapidly within the last decade, and continued growth is expected. The emphasis on single-family dwelling units has attracted young couples and families with young children. In an urban center where population growth is rapid (a high birthrate and a high rate of in-migration), and a large proportion of residents are newcomers, it is difficult to predict future enrollment and classroom needs.

The Town of Morinville has one elementary school, one elementary/junior high school and one junior/senior high school. In addition to grades one through twelve, there is an Early Childhood Services Program for five year olds. Students from the rural portion of Thibault School District No. 35 are accommodated in Morinville's schools.

Although walking distances within school attendance areas do not exceed the recommended 2.4 kilometers (1.5 miles) for Town residents, young children from a number of smaller, older neighbourhoods and from Northeast Morinville must cross major transportation routes to reach an elementary school. Transportation routes and other natural or man-made barriers are an important consideration of school location.

The results of the Community Survey suggest that Town residents in general are satisfied with the location of existing schools. Although, for the majority of people surveyed, schools were not a major factor in choosing either their present neighbourhood or the Town itself as a place of residence, the presence of a nearby school enhances the quality of a neighbourhood. On a more specific level, there is a tendency for people living close to a school to be more satisfied with school location than are those people whose neighbourhood lacks a school. Survey results suggest that "schools" does not rank as a major issue among Morinville residents.

Morinville has developed in stages and this is reflected, to some extent, in the distribution of school age children. For example, the most recent subdivisions -- Northeast Morinville and Southeast Morinville -- contain a large proportion of preschool and elementary school age children. The percentage of junior and senior high school age children is higher in the older neighbourhoods. Changes in neighbourhood age characteristics over time affect the

provision and location of schools. A school's usefulness can be enhanced by the type of joint use agreement currently in effect between the Town (through the Recreation Board) and the School Board. Some degree of flexibility in meeting changing classroom requirements can be achieved with the use of detachable classroom modules ("plug-in" portables).

Community Survey data concerning age distributions by civic census zone and age distribution by housing type were used to calculate potential student generation from residential subdivisions, both proposed and currently under development. There appears to be a relationship between type of housing, average family size and family composition. Single family housing (which dominates Morinville's housing stock) contains a high number of preschool children per dwelling unit; semi-detached and duplex housing accounts for the highest number of elementary school children per dwelling unit and the highest number of persons per dwelling unit. No apartment units were represented in the Survey; however, community surveys from other towns in the Edmonton subregion indicate that the number of young children (under 12 years of age) living in apartments is small, relative to other housing types. Town policy with respect to rate of growth and housing mix will affect student generation in new residential subdivisions.

Alberta School Board Building Regulations recommend a standard of 25 students per classroom. Using this standard and the potential student generation figures calculated for new and proposed residential subdivisions, it appears likely that a total of two elementary schools, in addition to the existing facility, will eventually be required for the east half of Morinville --one in the Southeast and one in the Northeast. Classroom requirements for post-elementary students will likely be met by construction of a senior high school and the conversion of the existing junior/senior high school to a junior high school. Eventually, a second junior high school may be required.

Student generation figures based on Community Survey data compare with enrollment projections calculated by the office of North Central Alberta Catholic Schools. The latter projections indicate that at least one (in Southeast Morinville), and perhaps two new elementary schools will be required in the near future.

2.7.2 MUNICIPAL OBJECTIVES AND POLICIES

OBJECTIVES

TO ASSIST IN THE PROVISION OF NECESSARY EDUCATION SERVICES IN SUITABLE LOCATIONS FOR THE RESIDENTS OF MORINVILLE.

POLICIES

(i) *The Town of Morinville, in conjunction with the Thibault Roman Catholic Public School District No. 35, should endeavour to:*

(a) *monitor changes in the Town's population (and, if possible, in the rural population of the Thibault School District) with respect to age, sex and marital status of each household member; such information is available from Community Survey and Civic Census data;*

(b) *monitor population movements, both within and from without the Town, through the use of Civic Census information.*

(ii) *The Town, in conjunction with the school board, should endeavour to provide sufficient schools to meet the classroom requirements of each residential development area; where a residential area is not large enough to support a "neighbourhood" elementary school, the Town should endeavour to provide safe routes for elementary students to the nearest school.*

(iii) *The Town should endeavour to locate elementary school sites such that young children do not have to cross major traffic arterials or other physical or man-made barriers.*

Elementary schools should not be located on or near major transportation routes (road or rail). If possible, new neighbourhoods should be of sufficient size that elementary students do not have to cross major transportation routes on their journey to and from school.

Junior and senior high schools should be situated on or near a major arterial roadway (other than a major highway or truck-route) or collector road, for easy vehicular access.

Schools should not be located adjacent to industrial development or to a large commercial establishment which may be a distraction, a source of noise, a potentially hazardous area and a possible barrier to student movement.

(iv) *The Town should ensure that the school sites are located so as to minimize walking distance.*

Pedestrian walkways, overpasses, sidewalks, speed zones, traffic lights, crosswalks, footbridges (for example, in the Manawan Canal area) and bicycle routes should be incorporated, where necessary, to reduce actual walking distances and ensure safe routes for children travelling to and from elementary and junior high schools.

Walking distances, especially to and from elementary schools, should be taken into consideration in the residential, commercial and open space layout for each new residential development area.

(v) *The Town should encourage the school board to provide a bussing service where necessary.*

(vi) *The Town, in conjunction with the school board, should endeavour to provide a permanent location for the Early Childhood Services (kindergarten) classes.*

(vii) *The Town, in conjunction with the school board, should endeavour to provide a new senior high school within the next 4 to 5 years, to allow conversion of the existing junior/senior high school to a junior high school.*

(viii) *In older, more stable residential areas, the Town should cooperate with the appropriate agencies with respect to:*

(a) *renovating and updating existing schools;*

(b) *perhaps, if student enrollment declines, using excess classroom space for other types of educational or community use.*

Both Notre Dame and G. H. Primeau are new schools in new residential areas, but G. P. Vanier is an older school in one of the oldest districts in Morinville. Since Morinville is a young community (as indicated in both Civic Census and Community Survey data), with a high birth rate, a large proportion of young children, and a net in-migration of young people, the Town will likely experience a substantial yearly increase in student enrollment for many years; this, together with the school bus service and the relatively small area of the Town (in terms of walking distance) should guarantee maximum use of all classroom space in all existing schools.

(ix) *The Town, in conjunction with the school board, should endeavour to encourage increased community use of school facilities and school grounds.*

PART III

Municipal Finance

PART 3 MUNICIPAL FINANCE

The development potential of a municipality is in part determined by its locational and physical characteristics as well as by the ability to finance various facilities and public services required by growth.

The extent and level of public services which can be provided by a municipality generally depend on the amount of revenue the municipality can collect each year.

The per capita revenue of the Town of Morinville increased between 1974 and 1978 from $203.80 to $364.20 (a 78.7% rise). In 1978 it was 16.1% below the average level of the selected ERPC municipalities. As a result of substantial municipal grants under the Provincial Debt Reduction Program, Morinville's 1979 fiscal year was quite exceptional. In this single year the Town's per capita revenue increased by 168% to $976.00.

Morinville's main revenue source between 1974 and 1978 was Taxation (55.3 to 64.3%), followed by the category of Transfers (15.1 to 27.7%), Sales of Goods and Services (5.4 to 9.8%), Other Revenue from Own Sources (6.1 to 9.3%), Grants in Lieu of Taxes (1.3 to 2.5%) and Services to Other Governments (a marginal revenue source at between 0.1 and 0.5% of total revenue).

Municipal expenditures generally reflect the amount and quality of public goods and services supplied and their costs. The per capita expenditures of Morinville increased from $223.50 in 1974 to $344.60 in 1978 (a 54.2% rise) and then to $966.80 in 1979 (an additional 180.6% rise). The large increase in per capita expenditures between 1978 and 1979 was chiefly due to the debt-reducing outlays and reserve allocations which the Provincial Debt Reduction Program made possible. The Town's total per capita expenditures declined from 97.2% of the regional average in 1974 to 79.4% in 1978. This development was mainly due to low expenditure growth in the amount spent by Morinville on the categories of Fiscal Services and Transportation.

Per capita expenditures on:

General Government increased from $35.50 in 1974 to $68.20 in 1978 (a 91.9% rise) and then declined to $62.90 in 1979;

Protection Services increased from $5.00 in 1974 to $26.60 in 1978 (a 436% rise) and then declined to $21.70 in 1979;

Transportation increased from $27.50 in 1974 to $39.80 in 1978 (a 44.6% rise) and then to $45.20 (an additional 13.6% rise);

Environmental Health Services increased from $9.50 in 1974 to $22.30 in 1978 (a 134.7% rise) and then to $26.70 in 1979 (a 19.7% increase);

Public Health and Welfare were below $1.00 between 1974 and 1975 and declined to zero in more recent years;

Environmental Development Services fluctuated between $0.14 and $1.20 in the last several years;

Recreation and Cultural Services increased from $13.50 in 1974 to $40.20 in 1978 (a 198.3% rise) and then to $59.80 in 1979 (a 48.8% increase);

Debt Charges increased from $30.80 in 1974 to $41.70 in 1976 and then declined to $29.30 in 1978. A large increase (to $553.40) was recorded for 1979 mainly as a result of the stepped-up debt principal repayments brought about by the Provincial Debt Reduction Program;

Transfers to Own Reserves, Funds and Agencies fluctuated between $16.30 and $45.30 in the 1974 to 1978 period and increased to $111.20 in 1979. The large 1979 increase reflects the use of the Provincial Debt Reduction Program grants for capital spending and the creation of reserves;

Unconditional Transfers to Other Governments and their Agencies declined to $46.20 in 1979 and then increased to $83.00 in 1978 (a 79.7% rise) and to $85.80 in 1979 (an additional 3.4% increase);

Morinville's per capita General Debt declined from $236.30 in 1974 to $136.80 in 1977 and then increased to $787.20 in 1978. The Provincial Debt Reduction Program helped the Town reduce its per

capita general indebtedness to $438.60 in 1979. The capital budget for the 1980-84 period suggests a need for increased per capita debenture borrowing.

Morinville's per capita equalized assessment (a measure of the municipality's fiscal capacity) which was $1,964 in 1975 increased to $4,787 in 1980 (a 143.7% rise). At the beginning of the study period, Morinville's per capita equalized assessment was between 73 and 87% of the average of the selected ERPC municiaplities. It increased above this average in 1978 and 1979 and declined again to slightly below this average (by 4.3%) in 1980. The main reason for the recent improvement in the Town's fiscal base has been a substantial growth in the amount of assessed vacant residential land.

The per capita residential taxation level in Morinville has recently been among the lowest in the region, ranging in the 1974-79 period between 57 and 71% of the average for the selected ERPC municipalities. As Morinville's per caita expenditure requirements are expected to rise in the near future, so will the level of per capita residential taxation. Additional growth in commercial and/or industrial assessment in per capita terms will be necessary in order to maintain the share of local nonresidential assessment and the corresponding residential taxation burden at satisfactory levels.

PART IV

Implementation

PART 4 IMPLEMENTATION

This General Municipal Plan is neither the beginning nor the end of the Town's planning but rather is an important element of the Town's overall growth management strategy. The General Municipal Plan's major contribution to growth management is the objectives and policies to guide future public service and land development decisions in a manner which will meet the needs and desires of the Town's existing and prospective residents.

Growth management should be seen as a continuous process which includes implementing and revising as necessary the General Municipal Plan. Revisions to the plan will be necessary because the management of the Town's development should recognize new development commitments, budget constraints, shifting public and political priorities and changing market conditions.

Growth management should include several activities. The Council should continue to encourage both the Town's administration and residents to identify issues and opportunities which should be incorporated in growth plans. Specific activities might include but need not be limited to:

(i) monitoring land use change to determine the degree to which the General Municipal Plan is being implemented;

(ii) updating information contained in the Public Services background report;

(iii) continuing to conduct an annual civic census;

(iv) periodically conducting a community survey;

(v) maintaning liaison with the variety of groups and agencies responsible for the provision of public services.

The Town's Land Use Bylaw is the legislative tool by which the use and development of land and/or buildings will be regulated or controlled. It is, therefore, the principal instrument for implementing many of the General Municipal Plan policies. It is recognized, however, that changes to the existing land use pattern will not be immediate.

The General Municipal Plan also designates the areas suitable for area structure plans and for a central area redevelopment plan. Area structure plans provide a "framework" or "conceptual" plan to guide future subdivision and development in new areas. In addition to the requirements specified by The Planning Act, 1977, area structure plans should indicate how the Town's development policies will be met, and if not, the detailed reasons for any variance.

Direct control is permitted by The Planning Act, 1977 where Town Council has adopted a general municipal plan. The purpose of direct control is to exercise "particular control" over land use and development. Areas which could be placed within a Direct Control District might include shopping center sites and innovative residential sites.

The Town's recreation master plan will continue to provide a schedule of necessary parks and recreation improvements. The General Municipal Plan identifies a number of issues which should be considered by future recreation master plan studies.

Annexation of additional land to the Town may be required in order to accommodate future growth. The General Municipal Plan indicates desirable expansion areas. The Town should review annexation proposals in terms of the policies contained within the General Municipal Plan and such other matters as the Council considers appropriate.

The General Municipal Plan indicates the major transportation and utilities improvements required to accommodate future Town growth. Future developments should contribute to the evolution of the Town's overall transportation and utilities systems. The Town does not intend to adopt a rigid staging of development but rather will inform those proposing new developments of the costs of development which must be borne by the applicant.

Finally, the Town should continue to utilize the planning services provided by private consultants, government agencies and the Edmonton Regional Planning Commission in order to implement its General Municipal Plan where it is felt a need exists.

Appendix A

Town of Morinville
General Municipal Plan,
Research Program and Publications

THE GENERAL MUNICIPAL PLAN RESEARCH PROGRAM

The Town of Morinville General Municipal Plan program was initiated on April 8, 1980 through resolutions passed by the Town Council.

The program has resulted in a comprehensive analysis of the Town including:

(i) a review of past planning and development in the Town,

(ii) a statistically valid, random sample survey of households to determine residents' attitudes to the Town's existing and future development,

(iii) an analysis of the Town's population growth and economic development prospects,

(iv) an inventory of public services and projections of demand for those services,

(v) an analysis of development constraints and a description of transportation and utility servicing plans,

(vi) formulation of municipal growth and urban form, economic, housing and residential design, parks and recreation and social policies consistent with residents' desires and Town objectives,

(vii) an analysis of the present financial position of the Town,

(viii) proposed methods of implementing the General Municipal Plan.

A total of seventeen reports were prepared by staff and were reviewed, amended and adopted by the Town's General Municipal Plan Committee and Council as information for use in preparing the General Municipal Plan document.

The major form of public participation in the preparation of the Morinville General Plan consisted of the participation of approximately one-third of Morinville households in a comprehensive community survey. The purpose of the Community Survey was to obtain statistically valid information from a representational cross section of the public concerning their attitudes to a wide variety of municipal development issues. An in-depth analysis of the Community Survey was undertaken and the results were reflected in the policies which were formulated for the future development of the Town.

The Town Council established a General Plan Review Committee which was composed of councillors and citizen reprsentatives and which met several times to assist Council in supervising the preparation of the General Municipal Plan.

Opportunities were provided for the public to respond to the General Municipal Plan studies and proposals. A public information house was held in order to discuss the tentative policy and land use proposals of the Draft Plan. Following the first reading of the proposed General Municipal Plan Bylaw, a formal public hearing was held as required by The Planning Act, 1977.

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(vii) an analysis of the present financial position of the Town,

(viii) proposed methods of implementing the General Municipal Plan.

A total of seventeen reports were prepared by staff and were reviewed, amended and adopted by the Town's General Municipal Plan Committee and Council as information for use in preparing the General Municipal Plan document.

The major form of public participation in the preparation of the Morinville General Plan consisted of the participation of approximately one-third of Morinville households in a comprehensive community survey. The purpose of the Community Survey was to obtain statistically valid information from a representational cross section of the public concerning their attitudes to a wide variety of municipal development issues. An in-depth analysis of the Community Survey was undertaken and the results were reflected in the policies which were formulated for the future development of the Town.

The Town Council established a General Plan Review Committee which was composed of councillors and citizen reprsentatives and which met several times to assist Council in supervising the preparation of the General Municipal Plan.

Opportunities were provided for the public to respond to the General Municipal Plan studies and proposals. A public information house was held in order to discuss the tentative policy and land use proposals of the Draft Plan. Following the first reading of the proposed General Municipal Plan Bylaw, a formal public hearing was held as required by The Planning Act, 1977.

TOWN OF MORINVILLE GENERAL MUNICIPAL PLAN PUBLICATIONS

1. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Terms of Reference, ERPC, Edmonton, Alberta; April 1980; 42 pages.

   The Terms of Reference define the purposes and objectives of the General Municipal Plan program and describe in detail the methods to be used in conducting the various general plan studies. Particular attention is devoted to the Community Survey and its use in formulating municipal development policies.

2. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Community Survey Report, ERPC, Edmonton, Alberta; September 1980; 36 pages.

   This report provides an overview of the results of the Community Survey questionnaire. Twenty-seven percent of the Town's households participated in the Community Survey. The questionnaire primarily focused on residents' attitudes to the existing and future development of the Town.

3. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Public Services, ERPC, Edmonton, Alberta; November 1980; 58 pages.

   This report inventories and where possible projects future requirements for the Town's major existing non-utility public services.

4. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Population Growth Prospects, ERPC, Edmonton, Alberta; December 1980; 28 pages.

   This report describes the past and present roles of the Town of Morinville in the Edmonton Metropolitan Area, indicates the major forces which will influence the growth of the Town and projects the possible range of population increase which the Town may expect as well as the likely future characteristics of the population.

5. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Goals and Objectives Report, ERPC, Edmonton, Alberta; December 1980; 10 pages.

This report describes a process for identifying goals and objectives and proposes a preliminary set of goals and objectives which reflect the Town's desire to achieve balanced growth and to become a more self-sufficient community, and which are consistent with the Community Survey results.

6. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Economic Development Prospects, ERPC, Edmonton, Alberta; January 1981; 37 pages.

This report indicates the future economic forces which will affect the economic development of the Town and estimates the approximate land areas required to accommodate future population growth and economic activities.

7. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Fire Protection Policy Report, ERPC, Edmonton, Alberta; January 1981; 16 pages.

This report discusses the results of the Community Survey and proposes policies regarding fire protection services.

8. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Police Protection Policy Report, ERPC, Edmonton, Alberta; January 1981; 14 pages.

This report discusses the results of the Community Survey and proposes policies regarding police protection services.

9. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Social Services Policy Report, ERPC, Edmonton, Alberta; January 1981; 15 pages.

This report discusses the results of the Community Survey and proposes policies regarding social services.

10. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Health Services Policy Report, ERPC, Edmonton, Alberta; January 1981; 14 pages.

This report discusses the results of the Community Survey and proposes policies regarding health services.

11. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Library Policy Report, ERPC, Edmonton, Alberta; January 1981; 13 pages.

This report discusses the results of the Community Survey and proposes policies regarding the Town library.

12. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Education Policy Report, ERPC, Edmonton, Alberta; February 1981; 34 pages.

This report discusses the results of the Community Survey and proposes policies regarding education.

13. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Parks and Recreation Policy Report, ERPC, Edmonton, Alberta; February 1981; 101 pages.

This report inventories existing parks and recreation facilities and provides and in-depth analysis of the Community Survey results. This report also discusses various issues which should be addressed in parks planning and proposes policies for parks and recreation.

14. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Housing and Residential Design Policy Report, ERPC, Edmonton, Alberta; February 1981; 62 pages.

This report examines the current housing situation in Morinville and provides an inventory of residential land, number of potential housing units and the stage of each area in the development process. The report discusses the results of the Community Survey and proposes policies regarding housing needs, housing distribution, noise sources and residential design.

15. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Economic Policy Report, ERPC, Edmonton, Alberta; March 1981; 26 pages.

This report examines the major planning issues related to the Town's future commercial and economic development and suggests appropriate policies for the achievement of the adopted goals and objectives.

16. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Municipal Growth and Urban Form Policy Report, ERPC, Edmonton, Alberta; March 1981; 71 pages.

This report proposes municipal policies regarding the amount, rate and characteristics of population growth; the amounts and general locations of residential, commercial and industrial development; and the overall utilities and transportation services to accommodate future development.

17. Edmonton Regional Planning Commission, Town of Morinville General Municipal Plan; Municipal Finance, ERPC, Edmonton, Alberta; April 1981; 57 pages.

Appendix B

Bylaw No. 15/81 being a bylaw to adopt the Town of Morinville General Municipal Plan

TOWN OF MORINVILLE

BYLAW NUMBER 15/81

BEING A BYLAW TO ADOPT THE TOWN OF MORINVILLE GENERAL MUNICIPAL PLAN

WHEREAS The Planning Act, 1977 requires the council of a town having a population of 1,000 or more to adopt a General Municipal Plan Bylaw.

AND WHEREAS the Council of the Town of Morinville has caused to be prepared a General Municipal Plan on the basis of surveys and studies.

NOW THEREFORE the Council of the Town of Morinville in its open meeting assembled and pursuant to the provisions of The Planning Act, 1977 hereby ENACTS AS FOLLOWS:

1. This bylaw may be cited as the Town of Morinville General Municipal Plan Bylaw No. 15/81.

2. The Town of Morinville General Municipal Plan attached hereto as Schedule "A" to this Bylaw is hereby adopted.

3. This Bylaw comes into full force and effect upon the final passing thereof.

READ a first time this 2nd day of June, A.D. 1981.

READ a second time this 18th day of August, A.D. 1981.

READ a third and final time this 25th day of August, A.D. 1981.

Ross Quinn
MAYOR

Angie Gibeault
TOWN MANAGER

Attachment

SCHEDULE "A"

TOWN OBJECTIVES

The following objectives together form a general statement of the Town's desired future.

TO ENDEAVOUR TO ACCOMMODATE GROWTH CONSISTENT WITH THE TOWN'S ROLE AS A RESOURCE BASED, SERVICE AND COMMUTER CENTER IN THE EDMONTON REGION.

TO ENCOURAGE A PATTERN OF DEVELOPMENT WHICH WILL:

(A) RESERVE ADEQUATE SPACE TO SATISFY MAXIMUM COMMERCIAL, INDUSTRIAL AND RESIDENTIAL LAND DEMAND PROJECTIONS;

(B) PERMIT EFFICIENT TRANSPORTATION AND UTILITY SERVICING;

(C) PRESERVE AND STRENGTHEN THE COMMERCIAL CORE AS THE MAJOR COMMERCIAL, ADMINISTRATIVE AND CULTURAL CENTER OF THE TOWN;

(D) PREVENT THE MIXING OF LAND USES THAT ARE GENERALLY INCOMPATIBLE.

TO STRENGTHEN AND DIVERSIFY THE OVERALL COMMERCIAL FUNCTION OF THE TOWN IN ORDER TO PROVIDE A VARIETY OF COMMERCIAL SERVICES AND EMPLOYMENT OPPORTUNITIES TO LOCAL RESIDENTS AS WELL AS TO IMPROVE THE TOWN'S TAX BASE.

TO DEVELOP INDUSTRIAL ACTIVITIES IN THE MUNICIPALITY IN ORDER TO INCREASE LOCAL EMPLOYMENT OPPORTUNITIES, MINIMIZE COMMUTING TO WORK FOR LOCAL RESIDENTS AND STRENGTHEN THE TOWN'S TAX BASE.

TO ENCOURAGE THE PROVISION OF A VARIETY OF WELL DESIGNED TYPES OF HOUSING, AND AN ADEQUATE STANDARD OF SITE AND RESIDENTIAL DESIGN FOR ALL FUTURE DEVELOPMENT AND REDEVELOPMENT.

TO ENCOURAGE THE PROVISION OF THE NECESSARY PROTECTIVE, EDUCATIONAL, RECREATIONAL, HEALTH AND SOCIAL SERVICES AND FACILITIES FOR THE COMMUNITY.

Bylaw No. 15/81

FUTURE DEVELOPMENT CONCEPT PLAN

- APPROVED RESIDENTIAL
- RESIDENTIAL EXPANSION AREA
- RECREATION/OPEN SPACE
- EXPANDED CENTRAL BUSINESS DISTRICT
- HIGHWAY COMMERCIAL
- INDUSTRIAL

metres 0 200 400 600
feet 0 400 800 1200

N

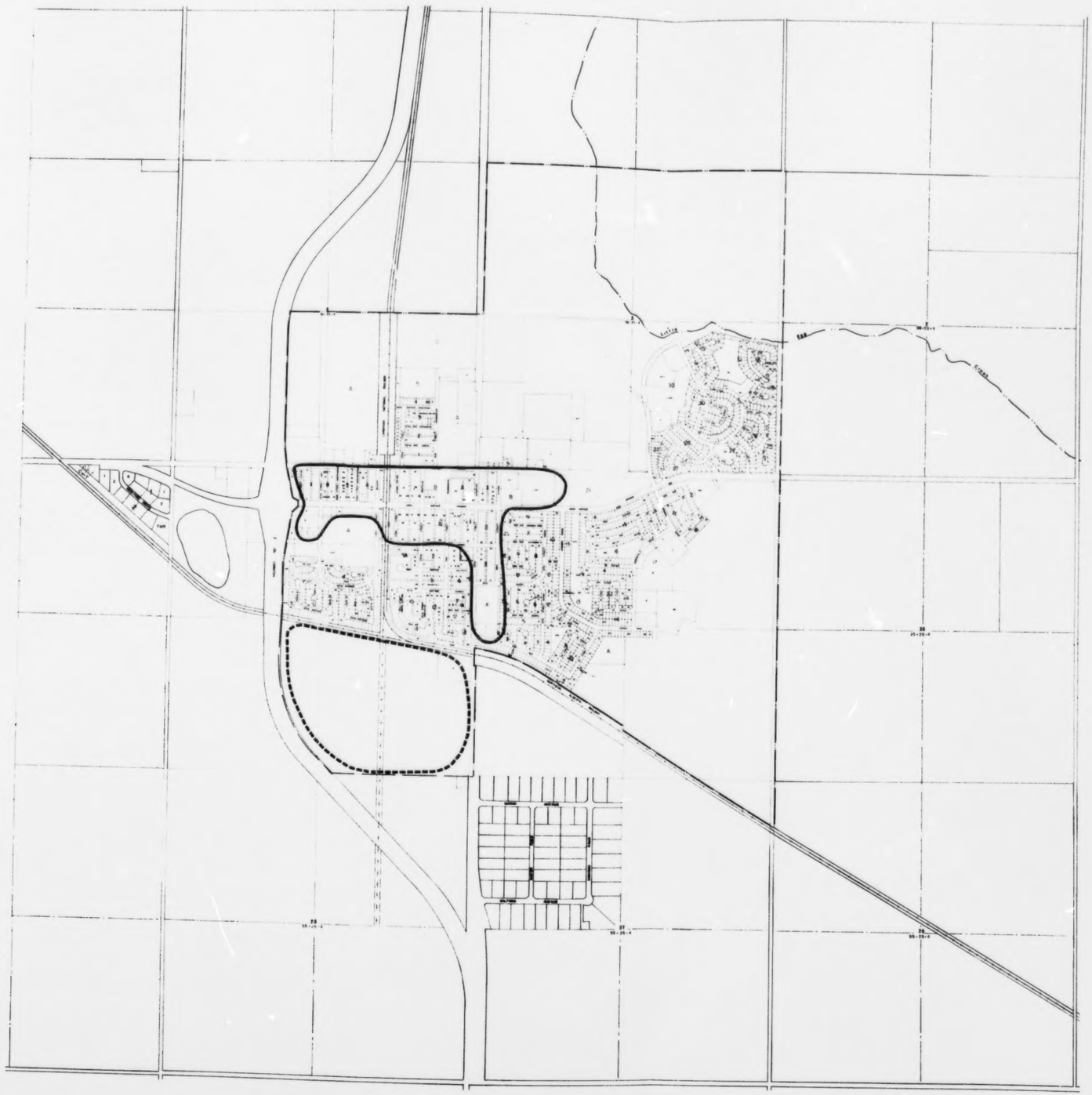
Edmonton Regional Planning Commission

general municipal plan

TOWN of MORINVILLE

general municipal plan

TOWN of MORINVILLE



Bylaw No. 15/81

PROPOSED STATUTORY PLAN AREAS

----- AREA STRUCTURE PLAN BOUNDARY

—— AREA REDEVELOPMENT PLAN BOUNDARY

metres 0 200 400 800

feet 0 400 800 1600

Edmonton Regional Planning Commission

general municipal plan

TOWN of MORINVILLE